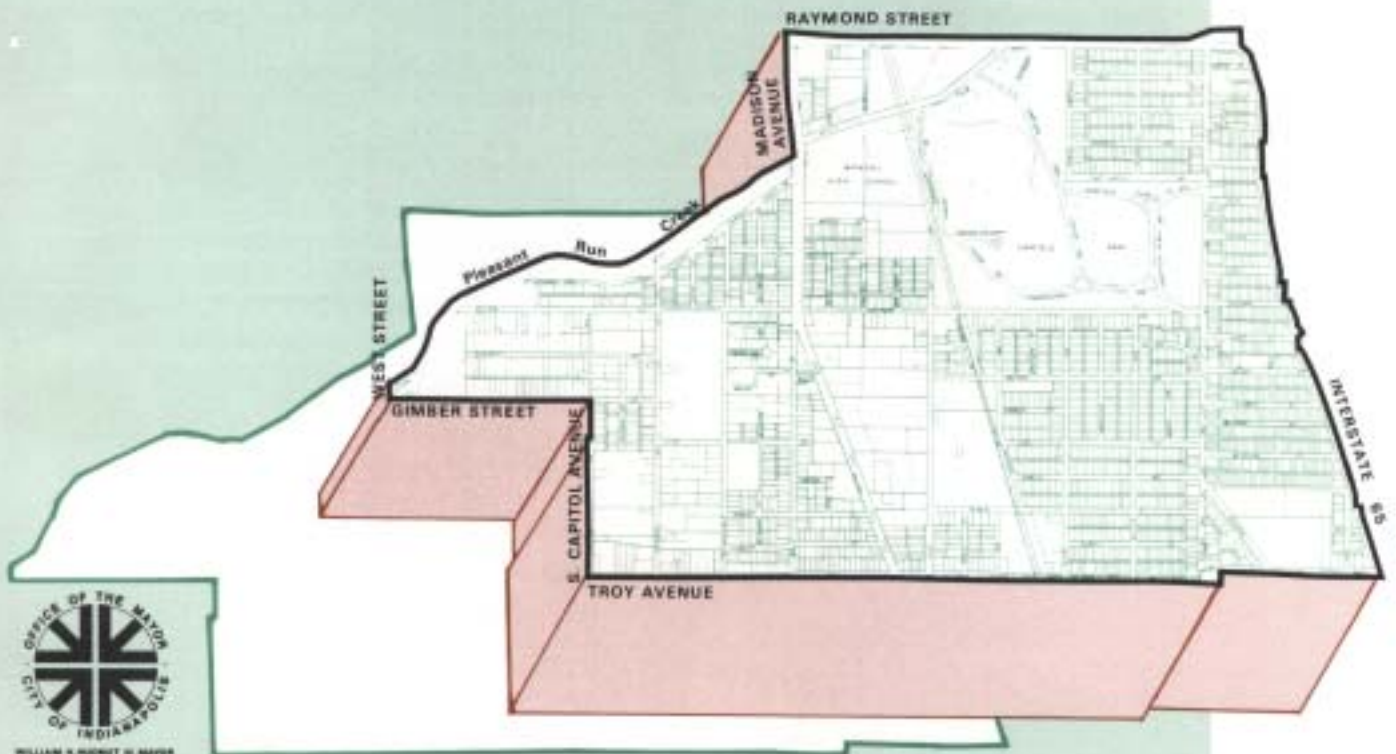


# GARFIELD PARK / PLEASANT RUN

## NEIGHBORHOOD PLAN



August, 1987

# **GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN**

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**Prepared By:**

**Department of Metropolitan Development**

**Division of Planning**

**Indianapolis - Marion County, Indiana**

**UPP 701**

**Aug. 19, 1987**

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by a Community Development Block Grant.**

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GARFIELD PARK/PLEASANT RUN  
NEIGHBORHOOD PLAN

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# Garfield Park--Pleasant Run Neighborhood Plan

## EXECUTIVE SUMMARY

The Garfield Park-Pleasant Run Neighborhood Plan is a detailed analysis and plan for the area bounded by Raymond Street and Pleasant Run on the north, Interstate 65 on the east, Troy Avenue and Gimber Street on the south and Capitol and Madison Avenues on the west. The plan represents a cooperative effort between the Division of Planning staff, representatives of the neighborhood groups and businesses, and persons from various special interest groups. These groups worked together to develop a strategy for the future growth and development of the neighborhood.

### I. USE OF THE PLAN

The Garfield Park-Pleasant Run Neighborhood Plan will provide a basis for both public and private investment decisions. The plan will serve as a primary reference in preparing staff comments in rezoning and variance cases and for making decisions about capital improvements. The plan will also be used to guide the allocation of Community Development Block Grant and/or other funds earmarked for the area.

Although the plan serves as a guide, actual implementation will depend on joint public/private action and, in some instances, private action alone.

The implementation strategies outlined in the plan stress a continued long-term commitment to the neighborhood. In addition, the plan does not merely outline what the City will be doing to aid the neighborhood, but also what all involved groups will need to do together in order to implement the plan. Long-term commitment and effort from businesses, neighborhood residents and private sector interests, as well as the City, are essential.

### II. SCOPE OF PLAN

The Garfield Park-Pleasant Run Neighborhood Plan analyzes the key components of the area and their interrelationships. Housing, transportation and public safety, among other components, contribute to the neighborhood. In order to properly plan for the future of the neighborhood, the interaction of all major elements of the neighborhood must be taken into consideration.

Five questions were used to define the scope of the plan. These questions relate to the past, present and future of the neighborhood:

### VII.

- A. How did the neighborhood develop and change?
- B. What is the current physical status of the neighborhood?
- C. What are the neighborhood's assets and liabilities?
- D. What are the goals for the future of the neighborhood?
- E. What actions can be taken to attain these goals?

These questions provided the framework for the plan's research and recommendations.

### III. ASPECTS OF PLAN

The study is divided into two principal sections:

- A. RESEARCH AND ANALYSIS -  
This section forms the basis for the recommendations of the plan.
  - Provides information on:
    - \* History and development of the neighborhood
    - \* Existing Conditions
    - \* Assets and Liabilities
  - Outlines:
    - \* Goals and Objectives
- B. PLAN RECOMMENDATIONS/ACTIONS  
This section develops tools to guide neighborhood development.
  - Utilizes a set of overall neighborhood recommendations to develop:
    - \* Land Use Plan
    - \* Zoning Plan
  - Outlines plan implementation by category, need and priority.

### IV. MAJOR PLAN GOALS

The following segments of the plan outline major neighborhood goals:

#### 1. COMMERCIAL

- Goal A To provide more businesses oriented to neighborhood needs, returning the Shelby Street commercial area to the useful service it traditionally had served.
- Goal B To increase the economic vitality of commercial areas by developing public/private sector incentives for business growth and development.
- Goal C To halt both the physical and business deterioration on Madison Avenue by developing a strategy to market the heavily-travelled commercial corridor by neighborhood, business and City Agency concerns.

## 2. RESIDENTIAL

- Goal A To maintain and enhance the housing stock of the Garfield Park-Pleasant Run neighborhood, preserving not only the architectural qualities of the homes, but the integrity of the population which reside there as well.
- Goal B To create new areas of housing on undeveloped land to bring new families into the neighborhood, providing a larger population base for commercial establishments and more diverse housing opportunities.

## 3. TRANSPORTATION

- Goal Provide a safe, efficient and coherent transportation system, both vehicular and pedestrian, which serves the entire neighborhood.

## 4. PUBLIC SAFETY

- Goal To maintain a physically and perceptually safe and secure neighborhood environment which will aid in the growth and development of all aspects of the Garfield Park-Pleasant Run area.

## 5. APPEARANCE

- Goal A To increase the business and neighborhood resident involvement in strengthening the physical aspects of Garfield Park/Pleasant Run.
- Goal B To enhance the image of Shelby Street as a viable commercial/neighborhood center--one which stresses aesthetic improvements and sensitive urban design in renovation and new construction.
- Goal C To maintain and highlight the physical assets of Garfield Park-Pleasant Run.

## 6. PUBLIC/INSTITUTIONAL

- Goal A To better integrate parks and related public recreational facilities into the overall neighborhood by upgrading existing park facilities and increasing accessibility of public recreation areas for all neighborhood residents.
- Goal B To provide safe and secure park and recreational areas which can be enjoyed by all age groups.

### (PUBLIC/SEMI-PUBLIC USES)

- Goal A To maintain and improve the level of education, both in public and private schools, by stressing parent participation in educational programs.

- Goal B To better integrate the many fine church and church-related uses into the neighborhood through:
1. Proper zoning of uses
  2. Enhanced or better marked parking
  3. More active involvement of all churches in community improvements

## 7. INDUSTRIAL

- Goal A To attract quality light and general industrial use to those areas which will not conflict with residential or commercial aspects of the neighborhood, providing a strong local employment base.
- Goal B To remove industrial uses from areas where such uses are in conflict with residential development, both single and multi-family, redeveloping this land for residential use.

## 8. ZONING

- Goal A To provide a coherent development of the area which stresses proper zoning classifications to foster commercial growth, yet protect and support the important residential aspects of the neighborhood.
- Goal B Revamp zoning districts to address current use and conflicts with anticipated future development.

## B. LAND USE PLAN

The Land Use Plan, when adopted by the Metropolitan Development Commission, essentially replaces the Comprehensive Plan for this particular neighborhood. The recommendations shown on the Land Use Plan acknowledge the existing appropriate development in the neighborhood and recommend the optimum land uses and their location, which will strengthen the neighborhood in the future.

The following major objectives and recommendations are addressed in the Land Use Plan.

1. Sets forth a comprehensive land use policy which promotes stronger boundaries between commercial, residential and "special" uses (i.e. churches, schools). The plan acknowledges the current mixed-use of such thoroughfares as Shelby Street and Troy Avenue, as well as the predominantly residential areas which border or surround them. Each use is delineated so that a strong boundary exists between uses.
2. Identifies and denotes "special uses" in the Garfield Park/Pleasant Run area, (churches, schools, libraries, fire station, etc.) which are important assets to the community.



The current Comprehensive Plan does not identify all of these uses. The land use plan reinforces their location and land use as an important part of the neighborhood.

3. Denotes residential use as the appropriate (and current) land use for the area south of Manual High School (the current Comprehensive Plan designates this area as "special use").
4. Corrects the improper designation of the northwest corner of Garfield Park to park use from general industrial.
5. Identifies the location of land uses on Shelby Street which reflects current appropriate conditions, while attempting to discourage further commercial encroachment (conversions of residential use to commercial use).
6. Identifies areas where multi-family (apartment) uses are appropriate and directs future apartment development to those areas.
7. Maintains South East Street as an apartment/office/special use corridor in an effort to buffer the heavy commercial use of Madison Avenue from the residential area to the east. Retail commercial uses should be strongly discouraged from locating on South East Street.
8. Recommends removal (long term) of certain industrial uses which intrude into residential areas (south of Pennsylvania Court, east of Shelby Street on Nelson Avenue, east of Bluff Road on Gimber Street). These uses are not compatible with the surrounding residential areas. If and when such uses move or close, redevelopment of the site for housing would be the optimum use.
9. Strongly recommends neighborhood commercial uses for those commercially designated sections of Shelby Street. Shelby Street cannot support higher intensity commercial uses due to: A.) Lack of adequate parking; B.) access problems associated with small lots. In addition, higher intensity commercial uses could allow outdoor storage and certain repair operations which would weaken the value of surrounding residential areas.
10. Directs commuter-oriented and regional commercial use to Madison Avenue. This major thoroughfare functions as a "commuter thoroughfare" and therefore can accommodate large shopping centers and other higher-intensity commercial uses.
11. More clearly defines the nature and extent of the commercial node at South Meridian Street and Troy Avenue. The current Comprehensive Plan designates the intersection as "commercial", but does not define its specific uses.

12. Maintains the residential character of the Garfield Park/Pleasant Run area by not noting inner-neighborhood commercial uses.

#### C. PROPOSED ZONING PLAN

The Garfield Park/Pleasant Run Neighborhood zoning plan is designed to accomplish the following:

Goal To properly match land use proposals and decisions with appropriate zoning classifications.

#### Objectives

1. Correctly zone properties whose use, although appropriate for the neighborhood, is not matched by an appropriate zoning classification.
2. Rezone certain commercial areas to a lower classification to better support the most appropriate intensity of uses in the neighborhood. In addition, downzone residential areas which currently are commercially zoned.
3. Rezone portions of the area where present zoning classifications are outdated and/or inappropriate.

The Zoning Plan and Land Use Plan are designed in such a way that changes in land use are matched by appropriate changes in zoning where necessary, while zoning changes are recommended to reflect appropriate land use for the site. The properties recommended for zoning should be prioritized in the following manner:

- Priority I - Immediate action
- Priority II - Action within next five years
- Priority III - Action in long-term

The current zoning districts throughout the corridor are often inappropriate and not in the best future interests of the neighborhood. High priority recommendations should be pursued by the business/property owner, and appropriate City agencies in the near future in order to stabilize land use in the area. Current zoning is poorly categorized in the entire area, especially along Shelbe Street, Madison and Troy Avenues, and must receive serious and immediate attention.

#### V. PLAN RECOMMENDATIONS

- A. NEIGHBORHOOD-WIDE (Commercial, Residential, Public/Parks and Industrial)

The following recommendations address problems identified earlier in this report, suggesting actions to improve the short-term physical needs of the Garfield Park/Pleasant Run

area, as well as long-term improvements that the neighborhood residents, community groups, businessmen and the City should strive to attain.

1. Discourage commercial encroachment into surrounding residential areas, specifically along Shelby Street and Madison Avenue by providing a land use division, proper zoning and physical buffering between the uses.
2. Limit access points onto Madison Avenue and Shelby Street to allow more efficient traffic flow and fewer vehicular conflicts. Duplicative or underutilized curb cuts should be eliminated in order to provide a more coherent streetscape and better pedestrian travel. Fewer curb cuts would also better channel traffic into more desirable business access points (parking lots).
3. Develop a sidewalk repair/construction program in conjunction with the Department of Transportation to address the aging sidewalk system in the older areas of the neighborhood, as well as provide sidewalks to link important pedestrian routes.
4. Develop a more coordinated and coherent off-street parking system for both existing and proposed uses along commercial areas of Shelby Street. Parking needs should be worked into each new development with careful attention to surrounding parking situations. Unification and lot re-design can increase current parking lot function. Cooperation between private businesses is the key for this situation.
5. Clearly re-define the zoning districts of the neighborhood to assist in the definition and separation of uses within the Garfield Park/Pleasant Run neighborhood. Properly zoning areas over time would encourage the development of the neighborhood, assisting existing appropriate uses to upgrade or expand in the neighborhood, and discouraging uses inappropriate for the area.
6. Increase police visibility and interaction with the neighborhood organizations and businessmen to lessen both the perception and reality of crime along Shelby Street and in Garfield Park.
7. Develop active crime watch areas to assist the police and community. As a whole, make the neighborhood aware of how to take precautions against crime. The area of particular concern is south of Garfield Park.

8. Renovate commercial structures along Shelby Street. A major problem identified in the neighborhood is the deterioration beginning to be seen in the Shelby Street commercial area. Businesses and property owners must take the initiative to look at their own investments and how they can upgrade the current condition of their investment. Following the recommendations of the plan, neighborhood groups, business groups and the city should work to implement the changes needed to make this important neighborhood- serving commercial area become a competitive, aesthetically marketable business area. Without property-owner initiative, this goal of the neighborhood and business owners will not be possible.
9. Carefully monitor and limit the conversion of single-family homes for multi-family use. Work to insure that those homes which can be appropriately converted follow all code regulations and obtain necessary zoning/variance clearance.
10. As a part of the revised Tax Abatement Program for the City of Indianapolis, which allows recommendations on tax abatement policies for neighborhood and corridor plans, specific terms of abatement be recommended for the Garfield Park/Pleasant Run neighborhood as a way to stimulate investment in areas currently not enjoying revitalization (see IV. Recommended Tax Abatement Policies for the Garfield Park/Pleasant Run Neighborhood Plan).
11. Seek appropriate funding sources to assist elderly and/or low-income residents to perform needed home rehabilitation and maintenance. Work to develop a locally-based paint-up/fix-up program through the churches and community organizations. The Garfield Park Tennis Club, area churches, the Division of Economic and Housing Development and Fountain Square and Fletcher Place Investment Corporation should each play active roles in developing programs to assist in implementing this recommendation.
12. Promote active code enforcement throughout all areas of Garfield Park/Pleasant Run.
13. Work with the existing architecture of homes and businesses whenever possible to preserve the unique heritage and buildings of the Garfield Park/Pleasant Run area.
14. Develop a joint effort between the Garfield Park Tennis Club, other interested groups and the Department of Parks and Recreation to provide better maintenance of areas along Pleasant Run and Pleasant Run Parkway, as well as Garfield Park.

15. Maintain the current schools which serve the neighborhood as a vital part of the overall health of the neighborhood. Continue the work of the Southside Advisory Taskforce in improving and strengthening Manual High School .
16. Work with IPS to identify and locate a suitable use in the School #35 building. A community facility, office or residential (apartment) use are recommended adaptive re-uses. The structure should not be removed.
17. Work with the Department of Parks and Recreation to upgrade Garfield Park by addressing the following needs:

Deficiencies: From Department of Parks and Recreation

A. Conservatory/Greenhouses

1. The three greenhouses need to be renovated.
2. The quonset storage hut is very unsightly.

B. Sunken Gardens

1. Fountains need caulking and crack repair.
2. Brick walks and benches will eventually need to be re-mortared or replaced.

C. Parking Areas

1. Unpaved lots along roads and next to center need paving.
2. Some paved lots (such as the swimming pool lot) need resurfacing.
3. Some paved lots need to be striped.

D. Recreation Center

1. Total renovation needed--facility should also be made energy efficient and handicapped accessible.

E. Amphitheatre

1. Renovation of roof, restrooms and offices needed.
2. Lighting and sound system need to be upgraded.

F. Swimming Pool

1. Fix water leaks.
2. New bathhouse is needed.
3. Wheelchair lift should be added.

G. Softball Diamonds

1. Lighting should be upgraded.
2. Players benches and baseline fencing is needed.
3. Concession/restroom building needed.

H. Bridges

1. Bridge near East Street is sinking.
2. New limestone bridge near the pool should be repaired (was damaged by a vehicle).
3. Bridge on south side of park needs renovation.
4. Wood pedestrian bridge near gardens needs attention.

I. Park General

1. Fire pit near amphitheatre needs to be removed or rebuilt.
2. Stairways in pagoda need to be secured against access.

3. Shelter near RR tracks and Southern Avenue needs new roof.
  4. Park needs jogging/fitness trail.
  5. Brick columns along Southern Avenue need to be repaired.
  6. Curbing and drainage improvement is needed in several locations.
  7. Restrooms for public use needed.
18. Work with the Department of Parks and Recreation, Garfield Park Tennis Club, Fountain Square and Fletcher Place Investment Corporation and Southside Advisory Taskforce to develop and work to implement a master plan for Garfield Park. The plan should address the need for A) bridge reconstruction (see "Transportation"), B) a new or upgraded community center, C) access control in portions of the park.

## PURPOSE

The Garfield Park/Pleasant Run Neighborhood encompasses an area bounded by Raymond Street/Pleasant Run on the north; Madison Avenue, Pleasant Run and Capitol Avenue on the west; Gimber Street and Troy Avenue on the south; and Interstate 65 on the east (see Map 2). The neighborhood, located in the far southern portion of Center Township, is home to one of Indianapolis' oldest and largest public parks - Garfield Park, as well as a major commercial thoroughfare - Madison Avenue. Today, the neighborhood exhibits the problems and potentials of an older area that has experienced both decline and reinvestment.

Neighborhood planning is done to encourage the maintenance and enhancement of a particular neighborhood. Physical deterioration of structures and public improvements, social and economic change, and a need for a revitalization of commercial facilities have created the need for a plan which can assist in developing guidelines for the coordination of resources and definition of neighborhood revitalization and development goals. Through planning, a guide for the future growth of the neighborhood can assist in developing a partnership between the city and neighborhood in accomplishing the recommendations set forth in the plan.

When the plan is officially adopted by the Metropolitan Development Commission, it will serve as the guide for implementation of public improvement programs, private investments and neighborhood self-help programs.

An important result of the plan will be the increased level of neighborhood interest and involvement in their area. This interest can result in an organized neighborhood association, which can actively pursue the improvements noted in the plan's recommendations.

## NEIGHBORHOOD PLANNING AND THE NEIGHBORHOOD PLAN

Neighborhood planning is a catalyst for neighborhood activity. It demonstrates people and governmental agencies are concerned with the future of the community, and sets the stage for continuing community-government cooperation.

The Division of Planning has a staff of neighborhood planners assigned to work with the neighborhoods of Indianapolis. These planners bring the concerns and perspectives of the neighborhoods to the City Administration; they are responsible for informing residents about public actions under consideration in their neighborhoods; and they provide information to the residents about how and where to affect those decisions. Planners offer technical assistance to the neighborhoods and can also help to coordinate activities of various public and private agencies within the neighborhood.



## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

### Map 1 / Locational Map

The preparation of this map  
was financed in part by a  
Community Development Block Grant



June 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana





# GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

## MAP 2 / BOUNDARY MAP



The preparation of this map was financed in part by a Community Development Block Grant

JULY, 1988  
Department of Metropolitan Development  
Division of Planning  
Indianapolis-Marion County, Indiana

The neighborhood plan has the following characteristics:

- 1) A neighborhood plan is a refinement of existing plans (Comprehensive Plan, Thoroughfare Plan) which affect the neighborhood but not a replacement of the countywide concerns reflected in them.
- 2) A neighborhood plan works with the existing neighborhood conditions to maintain its positive and eliminate its negative aspects.
- 3) A neighborhood plan balances the desires of citizens with the feasibility for implementation of those desires.
- 4) A neighborhood plan is a tool to guide future neighborhood improvements. Although the plan itself does not order action, it outlines the necessary steps to bring about implementation.
- 5) A neighborhood plan is based on a schedule of recommendations that will improve the quality of the community.
- 6) A neighborhood plan is a technical document which portrays useful data and information for a neighborhood, planners, city agencies, and other interested individuals.
- 7) A neighborhood plan is the product of a planning process utilizing the assistance of the neighborhood. The process enables professional planners to develop alternative planning strategies based on sound planning concepts for the utilization of land and the provision of services.

The product of neighborhood planning then is a final report document which reflects the steps required for long-term improvement.

#### A. THE PROCESS

The staff of the Division of Planning, Department of Metropolitan Development and representatives of the Neighborhood have worked together in preparing this document. The process followed in developing the plan included:

- A. Preparation of a data inventory,
- B. Identification of existing conditions, assets, and liabilities,
- C. Establishment of goals,
- D. Preparation of planning recommendations,
- E. Review and updating of recommendations,
- F. Final preparation of the plan and review by agencies and groups involved,
- G. Adoption by the Metropolitan Development Commission.

## B. IMPLEMENTATION

The implementation of recommendations in the plan will require the cooperation of many agencies both public and private. The plan does not necessarily reflect funding capabilities of the City of Indianapolis or other governmental or private agencies, and does not imply the projects will be completed within the time frame recommended. The recommendations address the neighborhood's needs and aspirations within the context of the policies and resources of the community as a whole.

The recommendations included in this neighborhood plan will serve as a reference for public agencies in preparation of their capital improvement budgets. Private individuals and businesses will be able to use this plan to evaluate and direct investment in the neighborhood. Likewise, the neighborhood itself will be able to measure and channel proposed improvements.

## PART ONE: RESEARCH AND ANALYSIS

### SECTION ONE

#### HISTORICAL SUMMARY OF THE GARFIELD PARK/PLEASANT RUN NEIGHBORHOOD

The neighborhood draws its name from Garfield Park, one of the first suburban parks purchased by the City of Indianapolis, and Pleasant Run Creek (the site of Pleasant Run Drive, one of George Kessler's notable design contributions to the beautification of the internal park system.)

Garfield Park was named in honor of President Garfield in 1881. Prior to 1874, the park was known as the Southern Driving Park, a racetrack developed by the Indianapolis Fair Association in competition with the racing facilities of the State Fair Grounds. Races were held at the park in the 1860's and 1870's but were abandoned after 1872 due to the financial failure of the venture. The 97 acres of land that comprised the park were sold to the City of Indianapolis in 1874 for \$109,500. The park remained little used and undeveloped until 1895 when a streetcar line was extended to the area, making the park accessible to city residents.

The early 1900's saw the coming of the City Beautiful movement to Indianapolis, and this resulted in several notable improvements being made to the park. These included a combination bandstand and shelter house known as the Pagoda, constructed in 1903 from a design by architect J. Clyde Power (then parks superintendent), and the sunken gardens, executed in 1915 by George Kessler and architects Vonnegut & Bohn. Other notable features of the park are the General Lawton Memorial, statue, which originally stood in front of the old county courthouse but was removed to the park after that building's demolition in the early 1960's, and the Civil War Memorial which was sculpted to commemorate the Confederate soldiers who died at Camp Morton Prison Camp and were buried at Greenlawn cemetery. The memorial was relocated to the park with the abandonment of Greenlawn cemetery in 1920. The park is also the site of the Grove of Remembrance of the Service Star Legion, which was dedicated to Marion County's World War I dead in 1920 by the Hamilton-Berry chapter of the Service Star Legion.

Pleasant Run Creek, which runs through the park and forms part of the northern boundary of the neighborhood, formed the focus for another of George Kessler's park improvements. He created a scenic drive that formed a green belt tying together several of the city's suburban parks (Christian Park, Ellenberger Park, and the Pleasant Run Golf Course, located in the historic suburban community of Irvington.) Kessler, a German immigrant who received his technical training at Weimar, is known for his widely admired parks and boulevards, and for his design for the grounds of the 1904 Louisiana Purchase Exposition in Saint

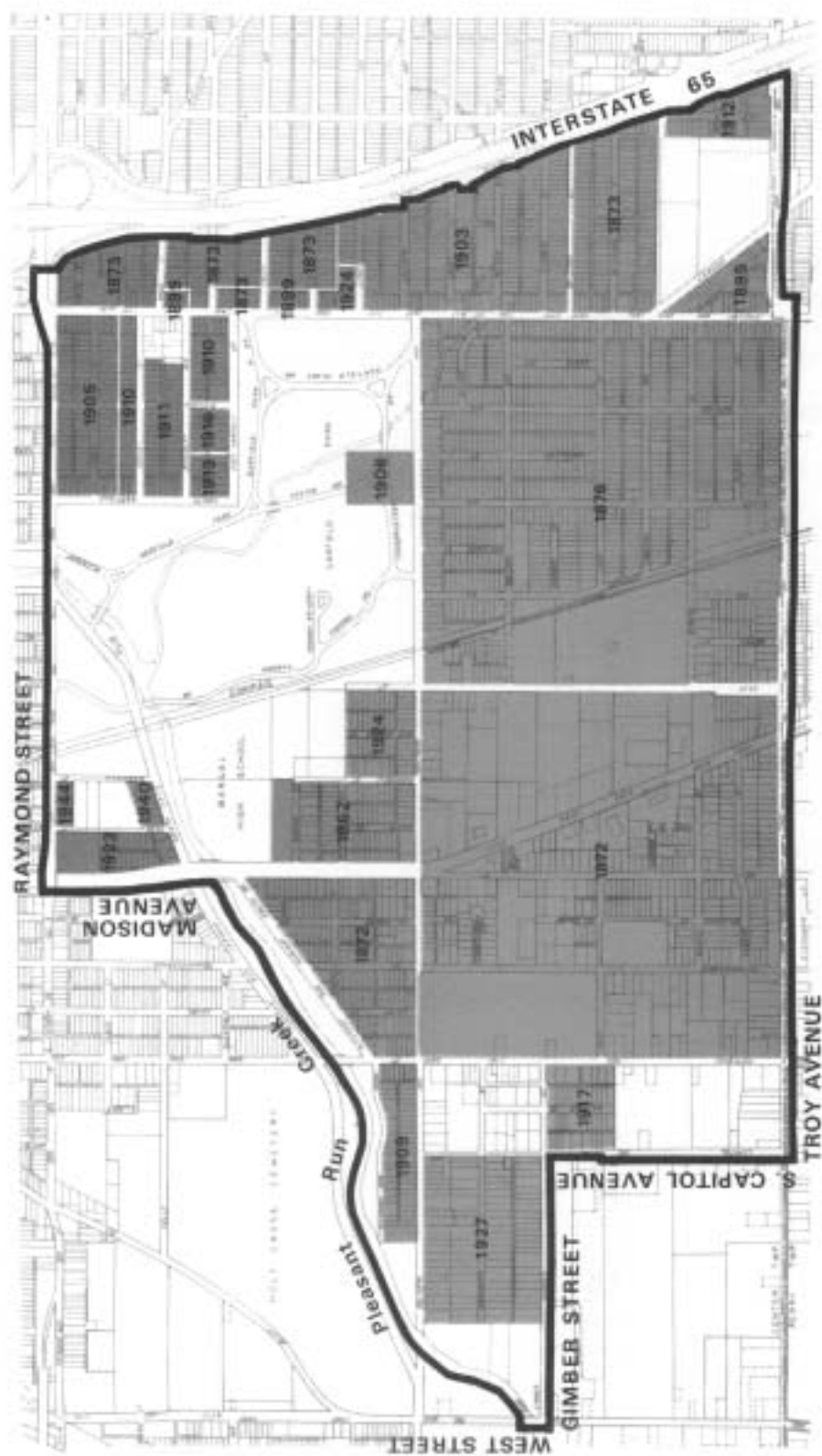
Louis. Kessler was one of the first American planners to recognize the importance of the automobile in urban design. His ideas regarding the automobile's role are apparent in his design for Pleasant Run Parkway. Like Fall Creek Parkway to the north, Pleasant Run Parkway left the creek side to the pedestrian while providing the motorist with an unobstructed view of the creek and its environs.

Prior to the 1890's the neighborhood was characterized by several farmsteads. An example of this period of development is the Yoke Farmhouse, located at 27 Manker Street (south of the park). This 1842 Greek Revival farmhouse was part of a farmstead that originally consisted of 160 acres and included much of what is now Garfield Park. Part of the early holdings were sold to provide access for the Madison Railroad, the first railroad to enter Indianapolis. Carson Avenue, located in the southeast corner of the neighborhood, was originally constructed as a toll road from the city to the 160 acres Carson farmstead located near Southport.

Residential development occurred slowly in the plan area due to several factors. Primary among these were the railroads. Railroad grade crossings made travel between Indianapolis' central business district and the city's southside difficult. Combined with this was the industrial development which occurred along these rail corridors that acted as a barrier to residential expansion to the south. Finally, lack of rapid transportation made the southside inconvenient for workers who worked in the City's downtown area. The extension of streetcar service to the area in 1895 helped stimulate residential construction, and by 1916, a neighborhood of modest homes had been established east of the park extending south to Troy Avenue. The development of an interurban line on Madison Avenue and the elevation of the rail lines made travel to and from the Indianapolis downtown easier for residents.

Fostered by the street railways, the elimination of railroad grade crossings between the neighborhood and downtown, and later by the development of major automotive thoroughfares, the growth of residential population gradually created a demand for neighborhood services which resulted in the construction of Emmerich Manual Training High School (2405 Madison Avenue) in 1951-52 from a design by the architectural firm of D.A. Bohlen & Son (an architectural firm long associated with Indianapolis) and the Emma Donnan Junior High School (formerly the McClainsville School) located at the corner of Carson and Troy Avenue.

Residentially, the neighborhood shows a good cross section of housing types and styles dating from the 1840's through to the post World II War period. South of Garfield Park, the predominate housing style is Bungalow with scattered examples of the Carpenter-Builder, Queen Anne, and American Foursquare architectural styles (see Appendix C). Housing west of Madison



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Avenue appears to be of a new vintage with many examples of 1940's and 1950's era housing south of Southern Avenue.

Prior to 1950, the east side of Madison Avenue south of Southern Avenue was characterized by a series of small truck farms and several scattered residences. A review of Polk City Directory listings for this period indicates that, beginning in 1950, these farm operations gave way to auto-oriented, commercial/retail development which, by 1960, had transformed what was once a rural area into a major strip commercial center. This rapid transformation demonstrates the dramatic impact of the family automobile on land use. The post-War period saw the establishment of "satellite suburbs" in Indianapolis and the strip commercial regions that served them. During the streetcar era, neighborhood commercial operations tended to cluster around major intersections along the trolley routes. Recognizing the inherent flexibility of the family car, merchants began to locate their businesses along major arterial roads in outlying suburban locations where land costs were low.

Several developments since the end of the Second World War have also had an impact on the neighborhood. The construction of Interstate 65 in the late 1960's resulted in the demolition of a large number of residences on the east side of the neighborhood, and the construction of the Madison Avenue Expressway funnels large amounts of commuter and commercial traffic through the neighborhood.

SECTION TWO  
SIGNIFICANT FEATURES/FOCAL POINTS

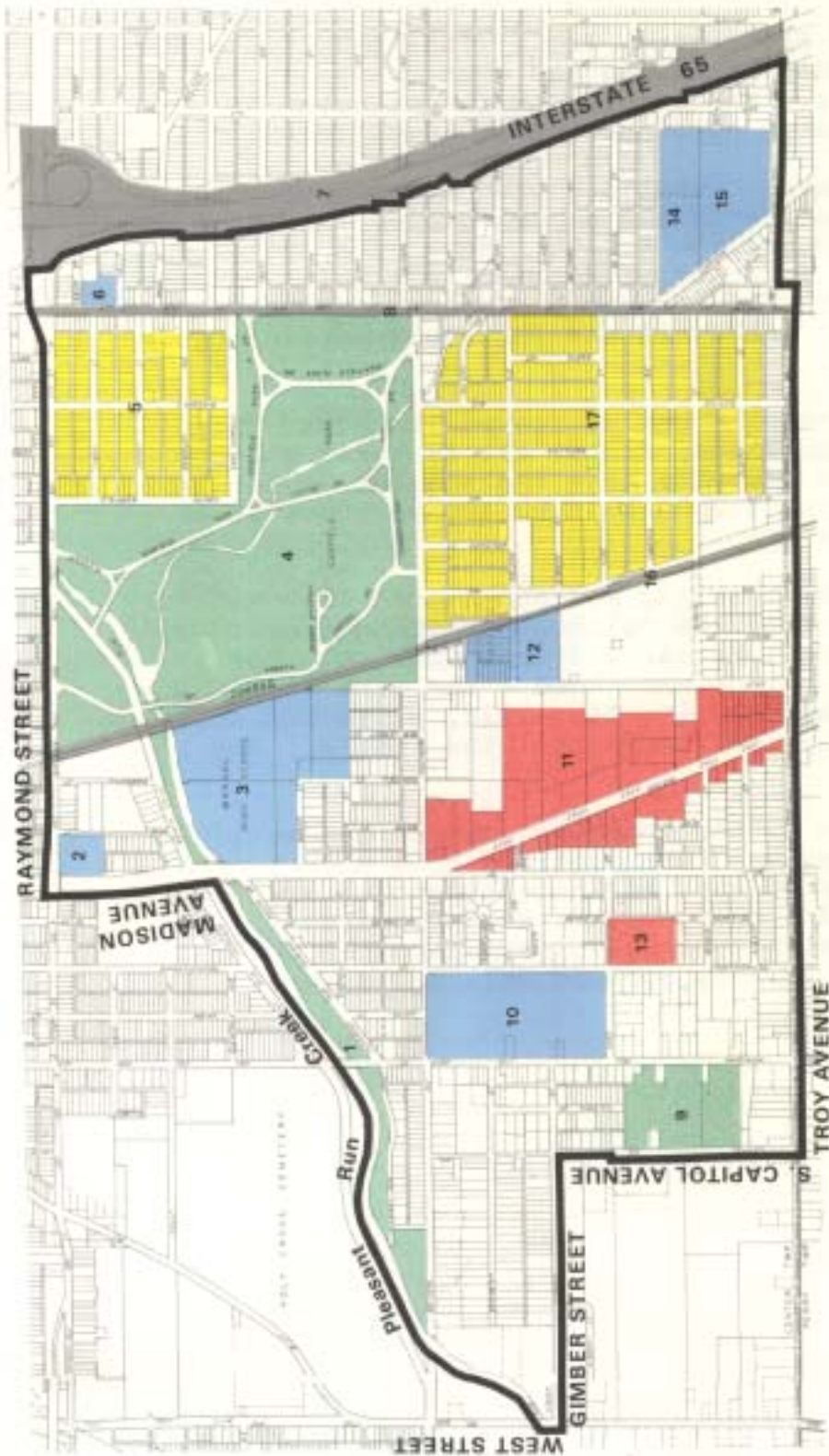
Several significant features or structures in the neighborhood provide "landmarks" which give the area a unique character. The following features do act as focal points for the neighborhood, (the numbers listed below key to those illustrated on Map 4).

1. Pleasant Run and Pleasant Run Parkway - The scenic, natural feature of Pleasant Run is viewed along the tree-lined parkway which winds in a northeasterly direction along the northern portion of the neighborhood. Well cared for homes line the parkway and overlook the stream. The parkway serves as a greenbelt linking Holy Cross Cemetery, Manual High School and Garfield Park. The parkway and Pleasant Run itself cross through Garfield Park.
2. School #35 (James A. Garfield) - The two-story brick elementary school has been a focal point since its construction over 70 years ago.
3. Emmerich Manual High School - Anchoring the north-central portion of the neighborhood, Manual High School commands the attention at Madison Avenue and Pleasant Run, its unique design accenting the natural and man-made features. The school serves as the area's public high school and major community facility. Built in 1951-53 by D.A. Bohlen & Son, the facility has recently undergone a major renovation and expansion.
4. Garfield Park - The 128-acre park is the focal point of the neighborhood. The park was acquired in 1873, named for President Garfield in 1881 and established as a city park in 1899. Stretching west to east from the Conrail Railroad to Shelby Street and north to south from Raymond Street to Southern Avenue. The park features such unique items as; the "pagoda", (built in 1903), the "formal gardens", (designed and built by George Kessler and Vonnegut & Bohn in 1915), several limestone bridges also designed by Kessler, and the conservatory. The wooded, rolling setting, traversed by Pleasant Run and Bean Creeks, as well as by Pleasant Run Parkway, North Drive - provide beautiful views.
5. Residential areas surrounding Garfield Park - Two well-maintained residential areas border Garfield Park, (to the northeast and south). Both areas feature fine homes built in the first two decades of the twentieth century. Both areas offer good examples of early 20th century architecture and are stabilized by (or perhaps help stabilize) Garfield Park.



6. Saint Catherine of Sienna Roman Catholic Church - The large church structure occupies a commanding site on Shelby Street and is easily visible from the intersection of Raymond and Shelby Streets. One of several churches in the neighborhood, its frontage on Shelby and its physical size make it a major focal point for the neighborhood.
7. Interstate 65 - One of the State's two north-south interstates, the freeway slices southeasterly across the city as it leaves the downtown interloop, forming a sharp eastern boundary for the Garfield Park/Pleasant Run neighborhood. Its visual and physical barrier has caused the partial isolation of the residential area between it and Shelby Street to the west, as east-west access is limited. The Interstate does provide easy accessibility to any part of the city, (or state) from its interchange with E. Raymond Street.
8. Shelby Street - The street is an example of an older mixed commercial/residential thoroughfare. Neighborhood-serving commercial storefronts mix with single and duplex residences as well as apartment buildings, churches and other public buildings to form an urban setting typical of "mid-city" areas of the early to mid 1900's. Although some deterioration is evident and commercial conversions of residential uses has occurred, the street offers the potential to provide a vital mix of residence-business-public use.
9. Agricultural Area - A rarity in Center Township, this actively farmed area south of Yoke Street largely between Capitol Avenue and Meridian Street is a remnant of the many truck farms and larger farm holdings along Meridian Street, as well as Madison Avenue.
10. Concordia Lutheran Cemetery - One of the city's oldest cemeteries, the cemetery parallels South Meridian Street from Southern Avenue to Yoke Street. One northern portion of the cemetery contains many unique monuments from the Victorian era. The cemetery is one of the largest public/semi-public uses in the neighborhood.
11. Madison Avenue Commercial Area - Madison Avenue is the major commercial and commuter thoroughfare linking the southside with the downtown. The north-south (east) thoroughfare bisects the neighborhood. During the 1950's, the construction of the Madison Avenue expressway opened the downtown area up to southside commuters. Much of the commercial development has occurred during the 1960's and caters to a regional, rather than neighborhood, market.

12. Indianapolis Baptist Temple - Occupying a large site on South East Street south of Southern Avenue, this large church acts as a physical as well as community anchor to the neighborhood. The church has many services to the neighborhood, yet draws a congregation from across the city.
13. Huntington Wade and Associates, Inc., (former School #95) - The large former school building has been renovated for professional offices. The architectural character of the structure and its large site have been carefully maintained.
14. Saint James the Greater Catholic Church and School - The church and associated parochial school occupy a large site on the south side of Cameron Street. Many area children attend its school. Together with School #72 which borders the site to the south, the church and school create a large public institutional anchor in the far southwestern portion of the neighborhood.
15. School #72 (Emma Donnan) - One of two public elementary schools in the neighborhood, School #72 features a large site and more modern facility than the smaller School #35. The location of School #72 on E. Troy Avenue gives it a great deal of visibility.
16. Conrail Railroad - Paralleling Madison Avenue approximately four blocks to the east, the railroad functioned as a major rail line in the late 19th/early 20th centuries. The railroad subdivided the neighborhood - the area east developed residentially during 1890-1920, while the area west remained largely farm land until the 1950's. The line is now rarely used.
17. Yoke Farmhouse - One of Indianapolis' oldest houses (Circa 1842), this greek revival farmhouse was once a part of a 160 acre farm that included much of the residential area south of Garfield Park and a good deal of the park itself. The frame structure is of historical significance to the neighborhood and city. The home is well cared for.



## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

MAP 4 / SIGNIFICANT FEATURES - FOCAL POINTS

- |  |                                    |  |
|--|------------------------------------|--|
| 1. Pleasant Run & Pleasant Run Parkway           | 7. Interstate 65                   | 14. St. James The Greater Catholic Church & School |
| 2. School #35 (James A. Garfield)                | 8. Shelby Street                   | 15. School #72 (Emma Donnan)                       |
| 3. Emmerich Manual High School                   | 9. Agricultural area               | 16. Conrail Railroad                               |
| 4. Garfield Park                                 | 10. Concordia Lutheran Cemetery    | 17. Yoke Farm House                                |
| 5. Residential area surrounding Garfield Park    | 11. Madison Avenue Commercial area |  |
| 6. St. Catherine of Sienna Roman Catholic Church | 12. Indianapolis Baptist Temple    |  |
|  | 13. Huntington, Wade, & Associates |  |

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### SECTION THREE

#### DEMOGRAPHIC ANALYSIS

The Garfield Park/Pleasant Run area remained relatively stable over the decade of the Seventies. This is particularly noteworthy in that Indianapolis (and the nation as a whole) underwent significant demographic change during this period. Not only did the neighborhood remain stable in the context of Marion County demographics, but even ran counter in some instances to County trends (see Appendix A).

While Marion County (particularly Center Township) experienced a population decrease between the 1970 and 1980 Censuses, the population of Garfield Park/Pleasant Run realized a 9% increase. The number of households residing in the neighborhood increased at twice the County rate. The white population of the area increased by 8% as compared to a decrease of 8% at the County level. Interestingly, as the "over-65" population increased at over twice the County rate, the "under-5" population also increased by 12%. County-wide, this population cohort decreased by 19%.

The decade saw a substantial increase in Marion County rental stock of 21% (20,000 units.) Contrary to this movement toward rental properties, rental property decreased in Garfield Park/Pleasant Run mainly as the result of single family rentals being re-converted to owner-occupied status.

In general, this neighborhood can be described as a white, middle class urban area that has retained its identity and character with little change over the past several decades. Its housing stock, although having a higher median value than that of the rest of Center Township, would be considered modest in comparison with the County as a whole with a mean average value of \$26,568 versus \$35,900 for the County and an average 5.0 rooms per unit compared with a County average of 5.2 per unit. It continues to be an attractive residential neighborhood having only one-third the vacancy rate of the County.

The population of Garfield Park/Pleasant Run is considerably older than that of the County. As mentioned previously, the number of residents 65 years old and over increased at a rate that was more than twice that of the County between 1970 and 1980 (37% versus 16%) and two and one-half times the County rate between 1960 and 1980. With the noted increase in the "under-5" population, this growth rate has probably leveled off since the 1980 Census, but it certainly remains a more mature population than Marion County as a whole.



## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

### MAP 5 / CENSUS TRACT - COUNCILMANIC DISTRICT

- |                   |                          |
|-------------------|--------------------------|
| 3578 Census Tract | 20 Councilmanic District |
| 3579 Census Tract | 23 Councilmanic District |
| 3580 Census Tract |                          |

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This neighborhood is not altogether homogeneous. The central portion of the subarea between Madison Avenue and Shelby Street has characteristics not found in its eastern and western counterparts. Perhaps the main physical distinction is its strong relationship to Garfield Park itself. This distinction is reflected in the quality of housing and the care that is generally is taken with its upkeep.

Average housing values here are eight percent higher than area homes to the west and forty-one percent higher than those east of Shelby Street. Eighty-three percent of the households in this core area own their own homes. Only thirteen percent of the area's dwellings are rented as opposed to forty-two percent in the eastern and western portions. As little as two percent of the dwelling units were vacant at the time of the 1980 Census.

Another distinction is the age of the population in this central area is substantially lower than its counterparts as well as the County. Although still low at 2.2%, its vacancy rate is the highest of the subarea. It is also the youngest area with 27% of its inhabitants under 19 years of age and 18% over 64.



## SECTION FOUR

### EXISTING CONDITIONS - ANALYSIS

After noting the history of the Garfield Park/Pleasant Run neighborhood and reviewing the changes which have occurred historically in the area, an analysis of current conditions was conducted. The analysis, accompanied by maps, illustrates the current status of the neighborhood. The information presented here helps both planner and resident assess what "makes up" the neighborhood today. From this information a detailed plan for the future growth and improvement of Garfield Park/Pleasant Run can be developed.

Existing conditions will be summarized first for the entire neighborhood, then detailed by three specific subareas (see Maps 6 and 8).

#### I. Neighborhood-Wide

##### A. Existing Land Use

The neighborhood is primarily residential, however, it contains a mix of other land uses (see Maps 8 and 12).

- . Commercial development primarily exists along three thoroughfares: Madison Avenue, Troy Avenue and Shelby Street. "Neighborhood Commercial" uses concentrate along Shelby Street, specifically near Raymond Street and south of Southern Avenue. The heavy commercialization of Madison Avenue south of Southern Avenue is commuter-oriented and has a much larger service area than the neighborhood. Various commercial uses are scattered along Troy Avenue. Commercial uses also can be found along south Meridian Street, most notably at Troy Avenue.
- . Public and semi-public facilities are numerous in the neighborhood and largely consist of parks, churches, schools and libraries. The largest public/semi-public use is Garfield Park, occupying much of the north-central portion of the neighborhood (see Maps 8 and 11). Three other large public/semi-public uses are: Concordia Lutheran Cemetery, bounded by Meridian, Yoke and Pennsylvania Streets and Southern Avenue; Emerich Manual High School, located at 2405 Madison Avenue; and the Indianapolis Baptist Temple, occupying a large site on the east side of East Street (2635 South East Street). Several smaller uses dot Shelby Street (see Map 12 for locations and identification of uses).

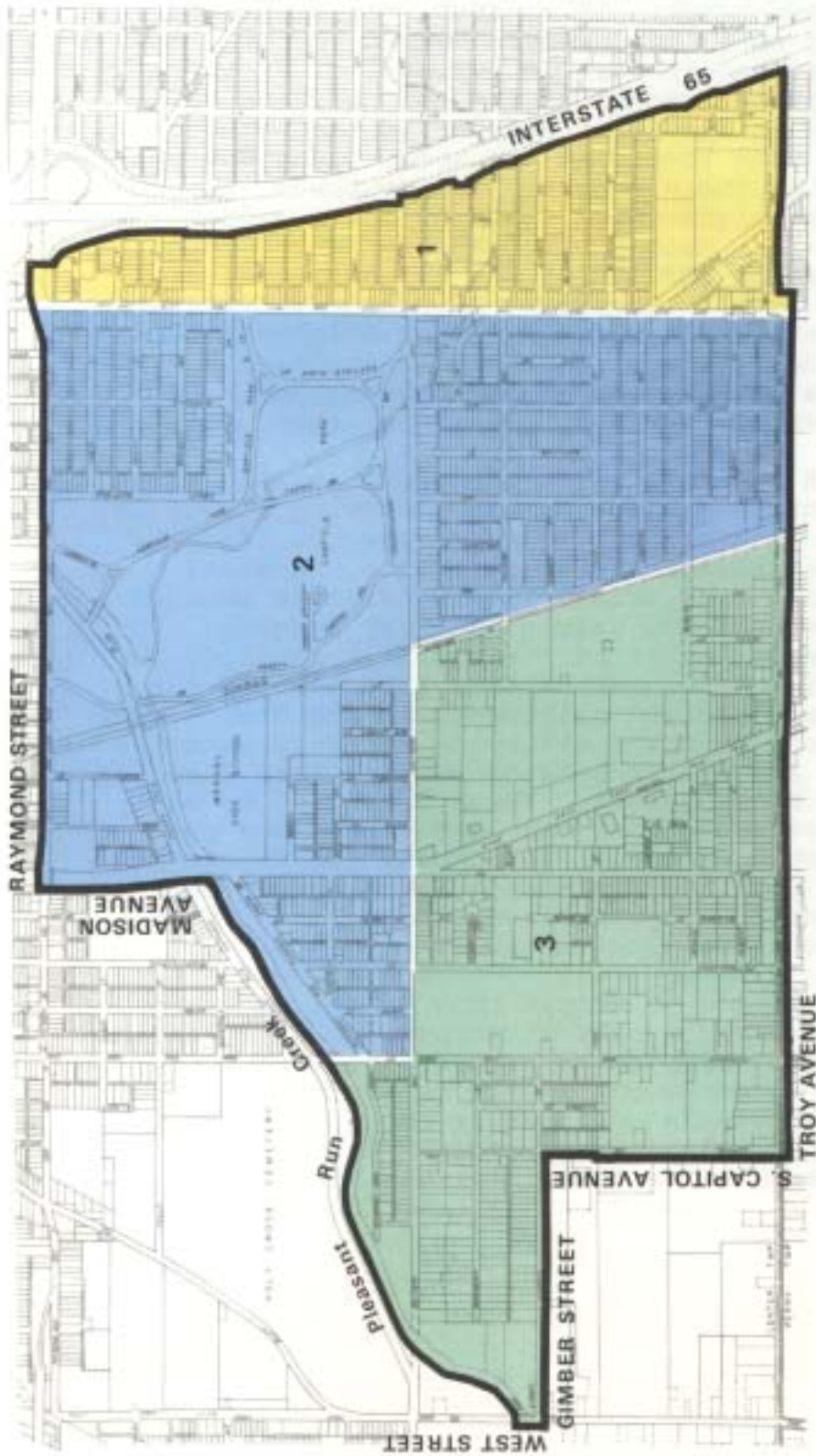
- . Industrial uses are scattered across the southern half of the neighborhood, south of Southern Avenue. Among the larger industrial uses are: the E-W Mold and Tool Company, located on a large tract of land bounded by Pleasant Run Parkway and Gimber Street; the Calderon Brothers Vending Company, located at the 2700 block of south Pennsylvania Street; the Beaman Company, located along the south side of Nelson Avenue between Stanley and Allen Avenues; Tube Processing Corporation, located at 1146 Nelson Avenue; and the Allen's Electric Service, Inc., located at Stanley and Troy Avenues. Several small light industrial uses are found along the north side of Troy Avenue and along Shelby Street. It should be noted that several large industrial uses exist just south of the study area, south of Troy Avenue. These uses include Schuster's Block, Inc. (901 East Troy) and Excel-Mold, Inc. (939 East Troy). These uses do impact upon the southern portion of the neighborhood, both physically through traffic, dust and noise, and economically through employment opportunities for area residents.
- . Open space consist of three types: 1) undeveloped/vacant land, 2) parkway, and 3) agricultural land. Undeveloped/vacant land exists in two areas:
  - 1 - In the southwest portion of the neighborhood,
  - 2 - Along McCord Street, east of Shelby Street (see Map 8).
 In both areas, lots were at one time platted but never developed upon. This can be seen where Webb Street is platted north of Berwyn Street - yet the area is a wooded open space, or along the southern portion of McCord Street where a similar situation exists. These areas are often poorly maintained, often becoming an illegal dumping ground.

Parkway land is well-defined and exists along Pleasant Run Parkway through the neighborhood. The land is owned and maintained by the Parks Department. The open space adds a natural "green belt" to the neighborhood. Although mowed, high weeds are found along the immediate banks of the stream.

Agricultural land is found in the extreme southwestern portion of the neighborhood. Between south Capitol and Meridian Streets, south of Yoke Street, a large tract of land is still actively formed (see Map 8). This land is the far eastern end of an agricultural area which stretches west of Capitol.



- . Residential uses vary widely in the neighborhood and include: small single-family cottages; more substantial "bungalow" homes (single-family and duplex); large, older, single-family homes; old brick apartment buildings; and newer multi-family apartment complexes. In general, the older homes are located north of Southern Avenue in the area west of the Conrail Railroad or east of Shelby Street Railroad. Homes in the neighborhood were constructed in the first quarter of the 20th century, with some Victorian era homes along Shelby Street and Southern Avenue. The southwestern portion of the neighborhood contains homes from the 1940-1960 era. Most "cottages" are concentrated in the far eastern portion of the neighborhood, east of Shelby Street. Apartment complexes concentrate in the northwestern portion of the neighborhood along Ransdell Street, while older apartment "flats" are found along Shelby Street, north of Southern Avenue.
- . Parking, in the form of surface lots, exists along and adjacent to Madison Avenue - serving commercial uses. These large parking areas provide adequate parking for Madison Avenue merchants. Another large parking area exists in the triangle bounded by Shelby Street and Carson and Troy Avenues. The parking serves the large Indiana Bell facility at this location. Smaller parking lots service the churches, schools and apartments in the area - usually adjacent to the facility or directly on-site. Commercial and church-related parking lots parallel and flank Shelby Street. These lots tend to be smaller - often serving only one tenant and are often somewhat difficult to access. On-street parking is not permitted on most commercial thoroughfares (Raymond, Troy, Madison, Shelby), and no parking garages exist.
- . Vacant buildings: Although they do not occur in any great number, vacant structures do exist in the neighborhood. Only seven residential structures were found to be vacant in the neighborhood. A vacant structure is one that is unoccupied and not currently for sale. Along Madison Avenue and Shelby Street, a few commercial vacancies exist (see Map 8). These vacancies are not concentrated in any one area.



## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

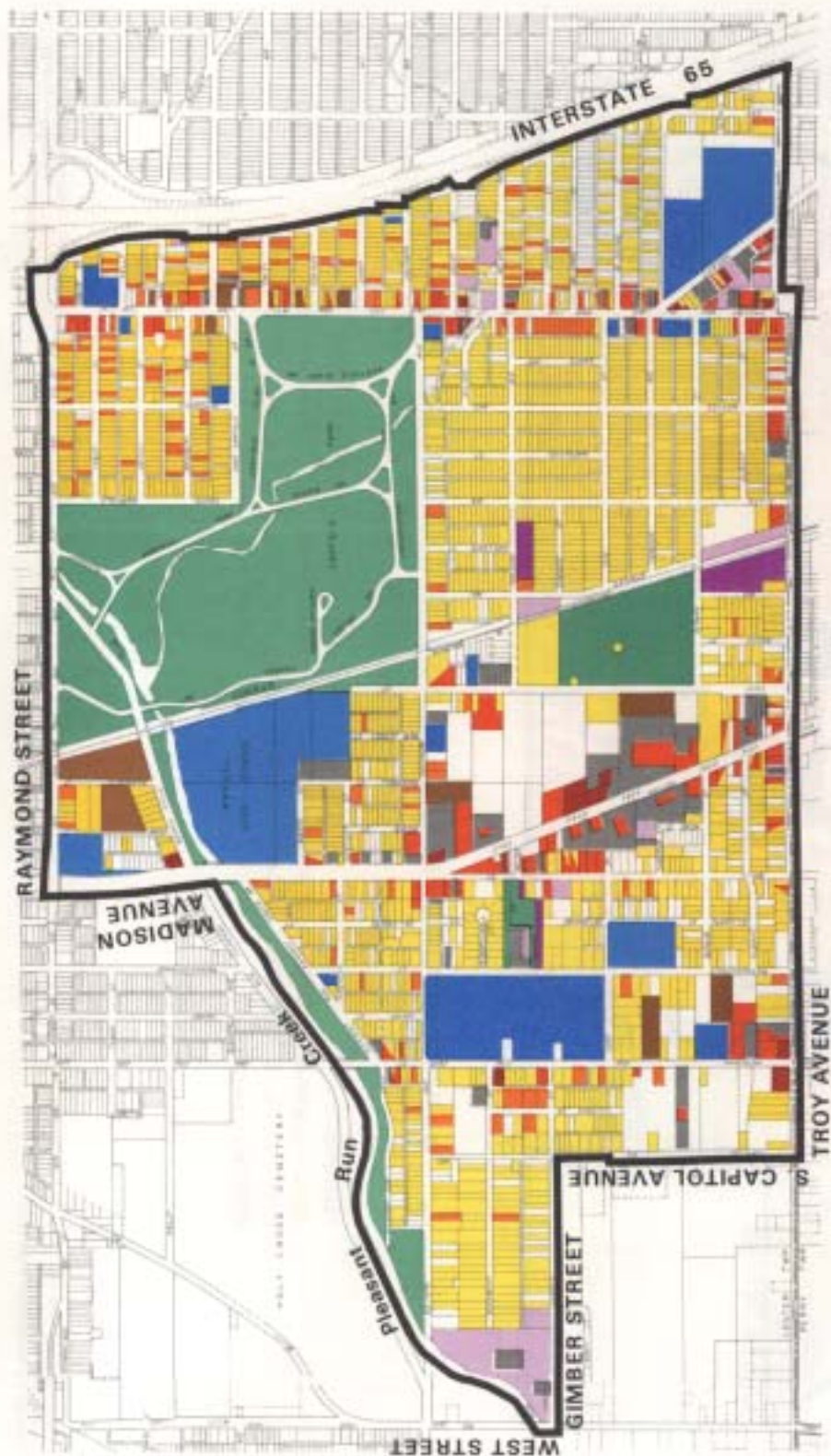
### MAP 6 / SUBAREA BOUNDARIES

- Subarea One
- Subarea Two
- Subarea Three

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# GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

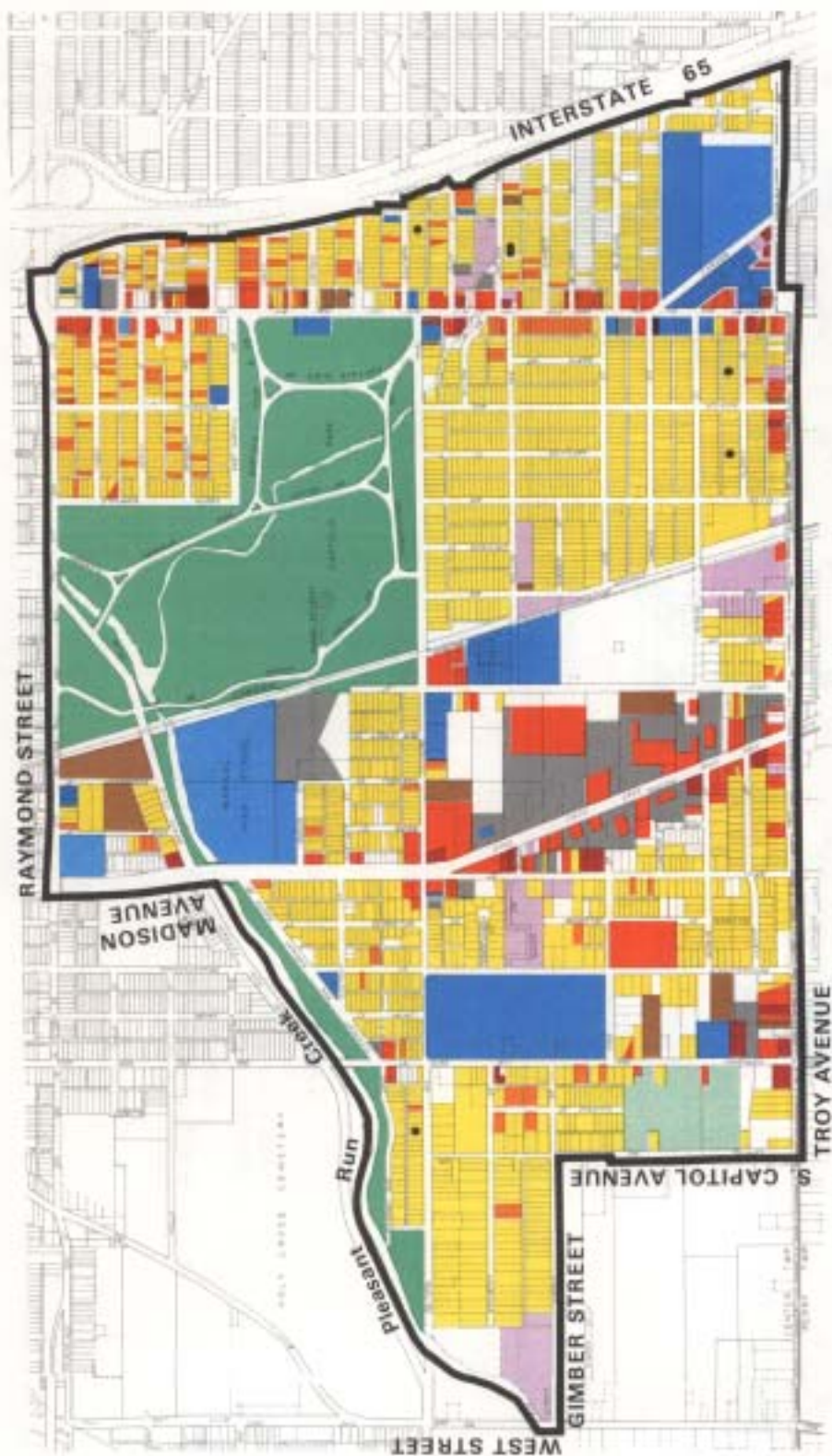
MAP 7 / LAND USE PLAN - 1972

- |  |   |  |
|--|---|--|
| <span style="color: yellow;">■</span> RESIDENTIAL<br>Single-family | <span style="color: blue;">■</span> PUBLIC/SEMI-PUBLIC    | <span style="color: green;">■</span> PARK  |
| <span style="color: orange;">■</span> Two-Family                   | <span style="color: grey;">■</span> PARKING               | <span style="border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> VACANT / AGRICULTURAL |
| <span style="color: brown;">■</span> Multi-family                  | <span style="color: purple;">■</span> INDUSTRIAL<br>Light |  |
| <span style="color: red;">■</span> COMMERCIAL<br>Retail/Office     | <span style="color: purple;">■</span> Heavy               |  |
| <span style="color: red;">■</span> Auto-Related                    |   |  |

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# **GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN**

MAP 8 / EXISTING LAND USE - 1986

- |                    |                   |                         |                  |
|--------------------|-------------------|-------------------------|------------------|
| <b>RESIDENTIAL</b> | <b>COMMERCIAL</b> | <b>LIGHT INDUSTRIAL</b> | <b>PARKING</b>   |
| Single Family      | Retail Office     | PUBLIC/SEMI-PUBLIC      | VACANT LAND      |
| Two Family         | Auto Related      | PARKS                   | VACANT BUILDINGS |
| Multi-Family       |                   | AGRICULTURE             |                  |

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## B. Building Conditions

The neighborhood exhibits a range of building conditions due both to the variability of maintenance and the range in the age of buildings. Approximately 88.2% are in sound condition, while 11.0% exhibit minor deterioration and need some repair (see Map 9, Chart 1, Appendix B for a detailed breakdown).

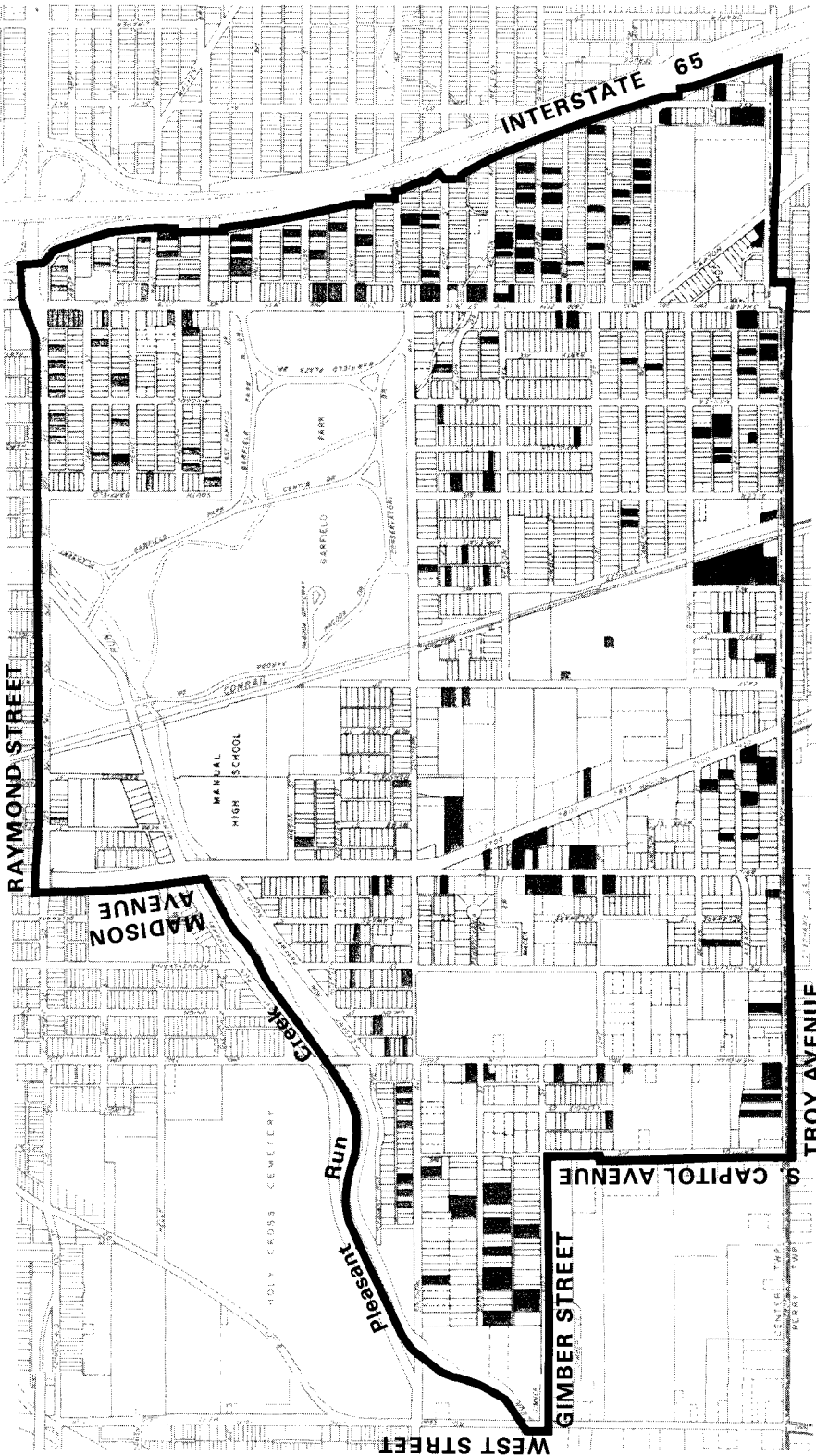
Approximately 0.8% of buildings in the neighborhood show major deterioration (235 of 2,141 buildings), while no structures were judged as substandard. Deterioration appears more concentrated in the area east of Shelby Street to I-65. In this area 18.0% of structures exhibit minor deterioration, compared to a neighborhood average of 11.0%. This area also exhibits the only notable percentage of "major deterioration", with 2.6% (11 structures) judged in the category. Areas of minor deterioration are also found along Bakemeyer Street in the western portion of the neighborhood. Except for the two areas noted above, minor deterioration is scattered throughout the residential areas (largely older homes in need of repainting).

## C. Transportation

### 1. Streets

The network of streets provides good intra-neighborhood movement as well as good north-south accessibility (see map 10).

- . The east-west primary arterials are:
  - a. Raymond Street
  - b. Troy Avenue.
- . The north-south primary arterial is South Meridian Street.
- . Madison Avenue is classified as a north-south "expressway".
- . Interstate 65 on the far eastern edge of the neighborhood is classified as a "freeway".
- . Two secondary arterials exist, both north-south routes. They are:
  - a. Shelby Street
  - b. Carson Avenue.
- . There are numerous lower-volume residential streets throughout the neighborhood.
- . Bus and taxi service in the neighborhood are good, with major bus routes:  
#16 (South Meridian), #20 (Beech Grove), #22 (Shelby Street), #31 (Greenwood), #46X (South Meridian Express) and #42 (Shelby East) - see Map 11 for exact routes.



# GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

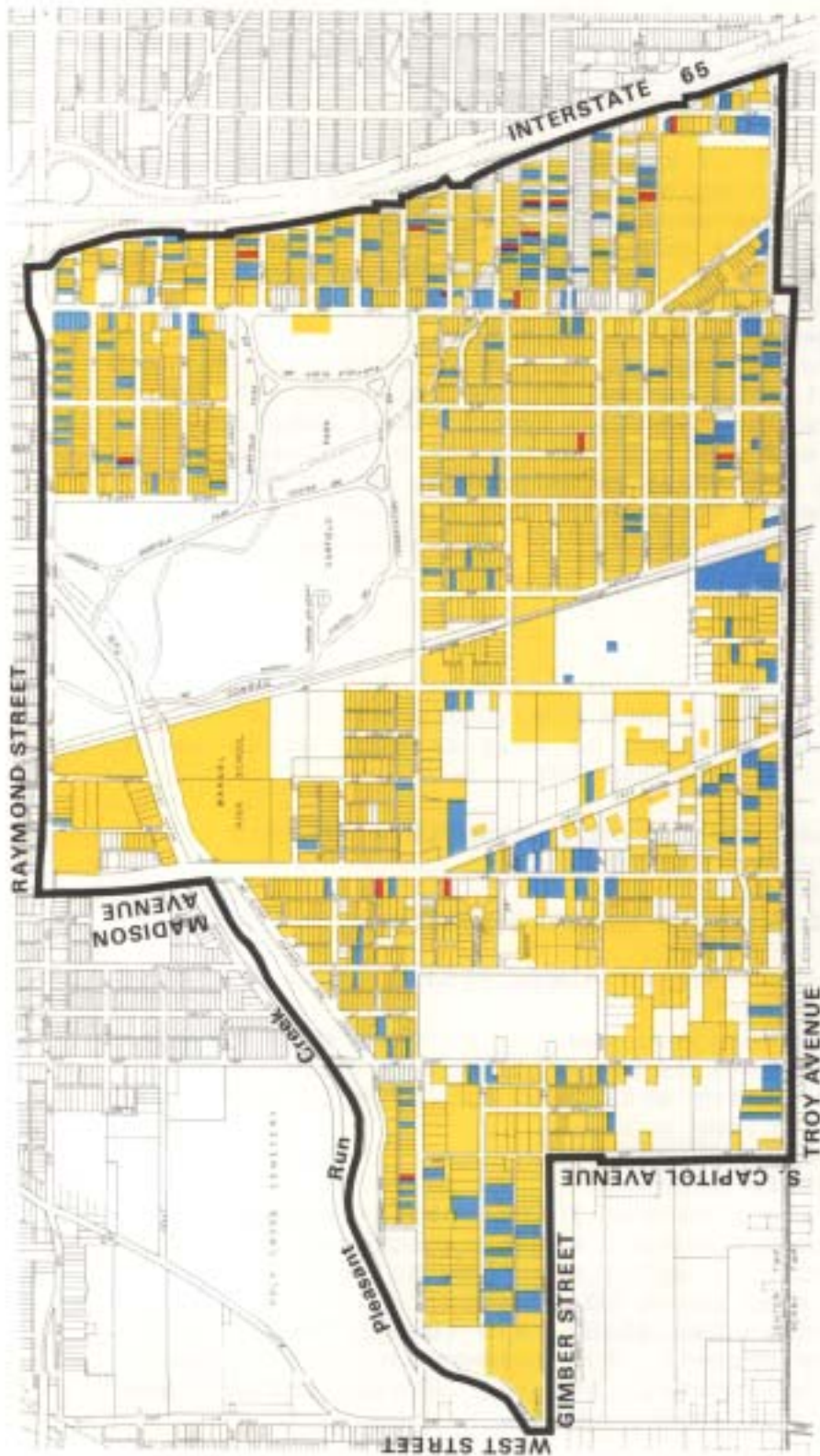
MAP 9 / BUILDING CONDITIONS - 1986

- Sound
- Minor Deterioration
- Major Deterioration

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# GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

MAP 9 / BUILDING CONDITIONS - 1986

■ Sound  
■ Minor Deterioration  
■ Major Deterioration

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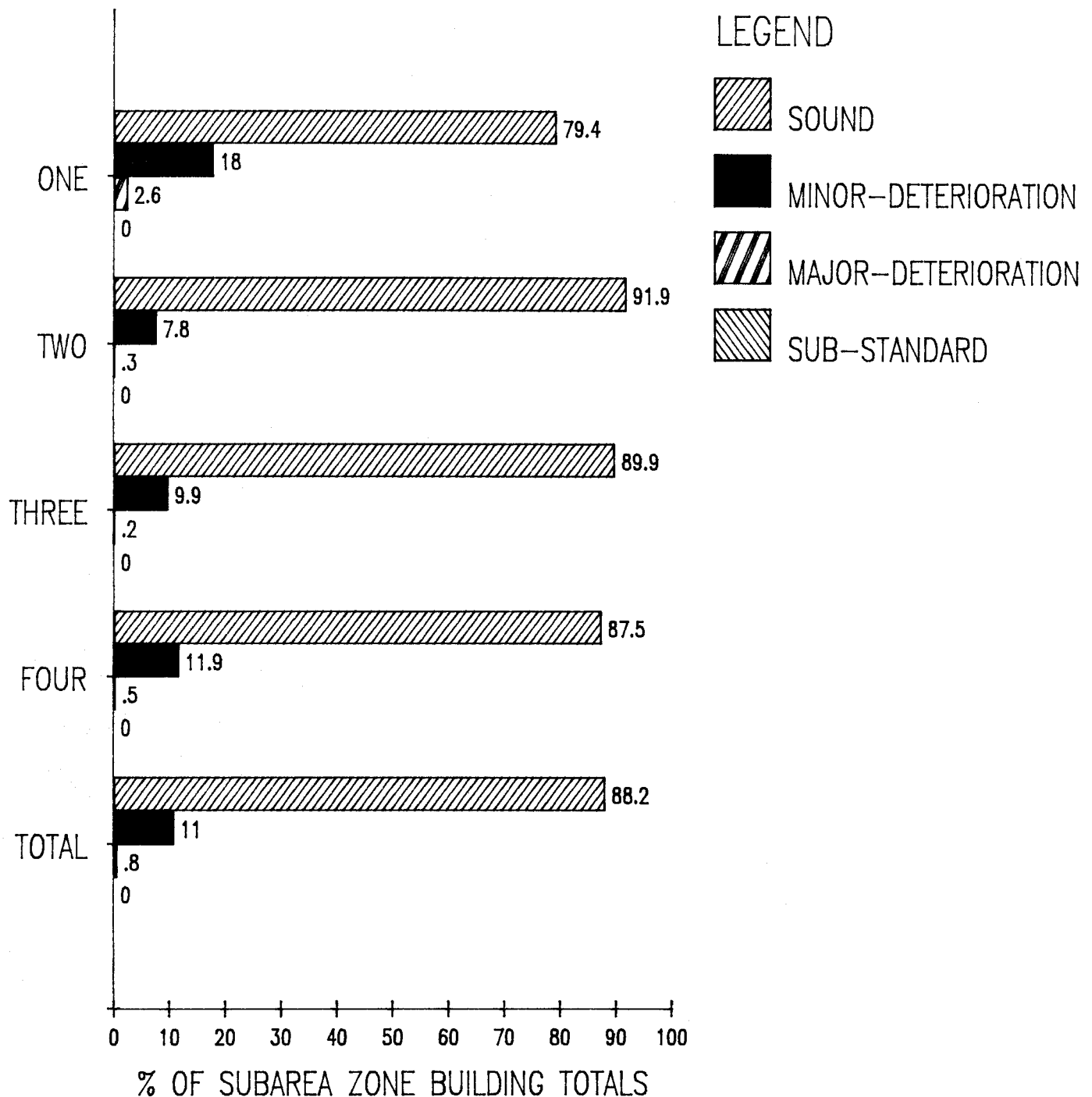
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# BUILDING CONDITIONS IN GARFIELD PARK/PLEASANT RUN BY SUBAREA ZONE



SOURCE: STAFF SURVEY, AUGUST, 1986

East-west traffic flow is somewhat hampered by a lack of through streets. Besides Raymond Street and Troy Avenue, which form the northern and southern boundaries of the planning area, only Southern Avenue crosses east-west through the entire neighborhood. Pleasant Run Parkway, North Drive also angles across the northwestern edge of the neighborhood. The lack of east-west thoroughfares causes portions of the neighborhood to be somewhat isolated from others as one travels west-to-east. Interstate 65 forms somewhat of a physical hindrance to east-west travel, as only Bradbury, Southern and Nelson Avenues pass beneath the freeway, while Raymond and Troy Avenues are the only streets which have access to the Interstate. Placing this fact in perspective, however, this neighborhood has five streets which cross the interstate, while the Fountain Square/Southeastern area to the north only has three east-west access points. The Shelby-Hanna Neighborhood area south of this planning area has only one access across I-65 (Hanna Avenue).

The functional classification map (map 11) denotes the level to which street traffic functions based on traffic volume rather than the City's official thoroughfare plan designation. This map shows the importance of Southern Avenue as a collector street in the neighborhood as well as East Street through Garfield Park. These two streets "connect" major traffic arterials and function to move traffic from neighborhood street to thoroughfares.

## 2. Traffic Conditions

The Garfield Park-Pleasant Run area is bounded and bisected by several mid and high traffic volume thoroughfares. The table below displays existing traffic counts (1982, 1983 and 1985 figures noted are most recent counts for the thoroughfare noted). Meridian and Raymond Streets and Troy Avenue currently carry between 11,000 and 15,000 automobiles per day. This mid-level traffic volume currently presents problems on Raymond Street and to a lesser extent on Meridian Street, where the thoroughfares must funnel the traffic on only two lane roads. Left turn movements onto and off of Raymond Street are especially difficult. Shelby Street currently carries over 15,000 automobiles daily. On-street parking, necessary for existing businesses along the street, constricts the four-lane road in most areas only to two lanes. A lack of left-turn lanes from Shelby onto intersecting east-west streets also causes

congestion. Madison Avenue carries over 25,000 automobiles daily, acting as a high-volume primary arterial. The thoroughfare has the capacity to handle this volume of traffic, however, numerous access points (curb cuts) from Madison Avenue into businesses often interrupts a smooth flow of traffic. Interstate 65, on the eastern border of the area, carries well over 53,000 automobiles daily. Because it is a limited-access freeway, the impact of the volume of traffic upon the neighborhood is small, noise being a significant concern. The intersection of Raymond and Shelby Streets, however, had the 37th highest accident rate in Marion County in 1985 (see Appendix D). The intersection, which leads to the interchange of I-65 at Raymond Street, currently function at a level of service "E". A level of service "E" means that average operating speeds are only 15 MPH or less during peak hours. Continuous lock-ups at intersection approaches are noted, with stopped vehicle delays averaging 40 seconds or more per vehicle. The tendency toward high accident rates is borne out in this location (see Appendix D for further details). Other high accident intersections in the neighborhood are: Brill at Troy (#17), and East at Raymond (#38). Appendix D lists the 119 high accident rate intersections in Marion County. Those in the Garfield Park-Pleasant Run area are noted.

Traffic changes in the Garfield Park-Pleasant Run area were examined and traffic counts projected for the year 2005 in order to assess future transportation needs. Map 13 and Table A depict the projected traffic count figures for the year 2005, as well as a percentage increase over most recent traffic count.

The year 2005 traffic projections are generated from a set of computer models based upon forecasted socio-economic variables (traffic generation). The computer models simulate where the traffic will be coming from and going to (traffic distribution), and which streets the traffic will travel on to get from point "A" to point "B" (traffic assignment). These projections are used by transportation planners to identify deficiencies in the street system and future growth trends. A further refinement of the projections is performed to take into account existing travel patterns and changes in roadway capacity. The projections are used to plan roadway improvements. Additional traffic engineering analysis is required for designing specific roadway improvements.

A review of projected traffic counts shows traffic increasing an average of 24% throughout the neighborhood by 2005. Raymond Street and Troy Avenue each show significant increases projected over the next

twenty years, with Raymond Street projected to experience a 43.2% increase in traffic, while Troy Avenue is projected to experience increases (west of Shelby Street) between 37.3% and 43.7%. Current capacities of these roadways may not be adequate to handle such a projected increase. The official Thoroughfare Plan adopted by the Metropolitan Development Commission recommends Raymond Street to be upgraded to a 6-lane divided roadway to meet future traffic demand.

TABLE A CURRENT AND PROJECTED  
TRAFFIC COUNTS FOR THOROUGHFARES IN  
THE GARFIELD PARK-PLEASANT RUN AREA

STREET	CURRENT	PROJECTED (2005)	% CHANGE
Raymond Street	12,516 (1983)	22,048	+43.2%
Meridian Street	11,616 (1985)	13,586	+14.5%
Madison Avenue	25,642 (1984)	29,508	+13.1%
I-65	53,370 (1984)	57,737	+ 7.6%
Shelby Street	15,504 (1983)	20,169	+23.1%
Troy Avenue (A)	6,086 (1982)	10,816	+43.7%
(B)	8,708 (1982)	14,457	+39.8
(C)	14,751 (1982)	23,536	+37.3%
(D)	12,444 (1982)	12,141	- 2.4%

Average Percentage  
Increase = 24%

### 3. Sidewalks and Curbs

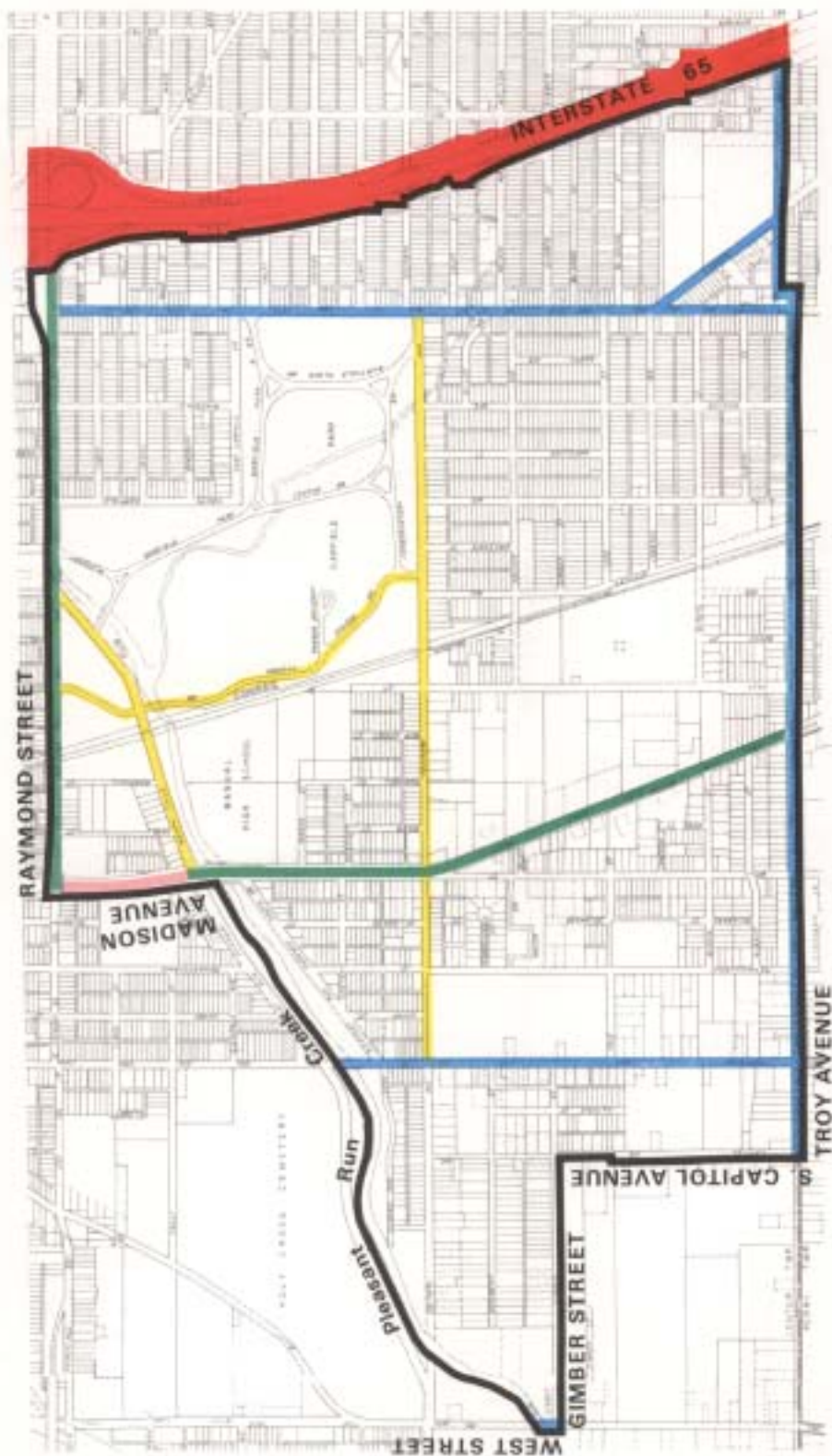
Sidewalks existing in the neighborhood are generally in good condition. The area of the neighborhood east of the Conrail Railroad is fairly well served by sidewalks, while the area west and south of the railroad is not (see Map 14). Excluding Madison Avenue and a portion of South Meridian Street, the area of the neighborhood south of Southern Avenue and west of Conrail is almost totally devoid of sidewalks. Although this area has a far more suburban development than other portions of the neighborhood, the lack of sidewalks does pose access problems. The lack of sidewalks along portions of Allen, Manker, Ringgold and Nelson Avenues in the eastern half of the neighborhood also cause access problems.



# GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

MAP 10 / THOROUGHFARE - TRAFFIC COUNTS

- Freeway
- Expressway
- Primary Arterial
- Secondary Arterial
- 10,359 Traffic Count (1983) Year Taken



## GARFIELD PARK PLEASANT RUN NEIGHBORHOOD PLAN

MAP 11 / FUNCTIONAL CLASSIFICATION SYSTEM

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Division of Planning  
Indianapolis Marion County, Indiana





# GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

MAP 12 / PUBLIC / SEMI-PUBLIC  
PUBLIC TRANSPORTATION ROUTES

- Public / Semi-Public
- Local Bus Routes
- Express Bus Routes
- Route Numbers





# GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

MAP 13 / TRAFFIC COUNTS PROJECTIONS - YEAR 2005

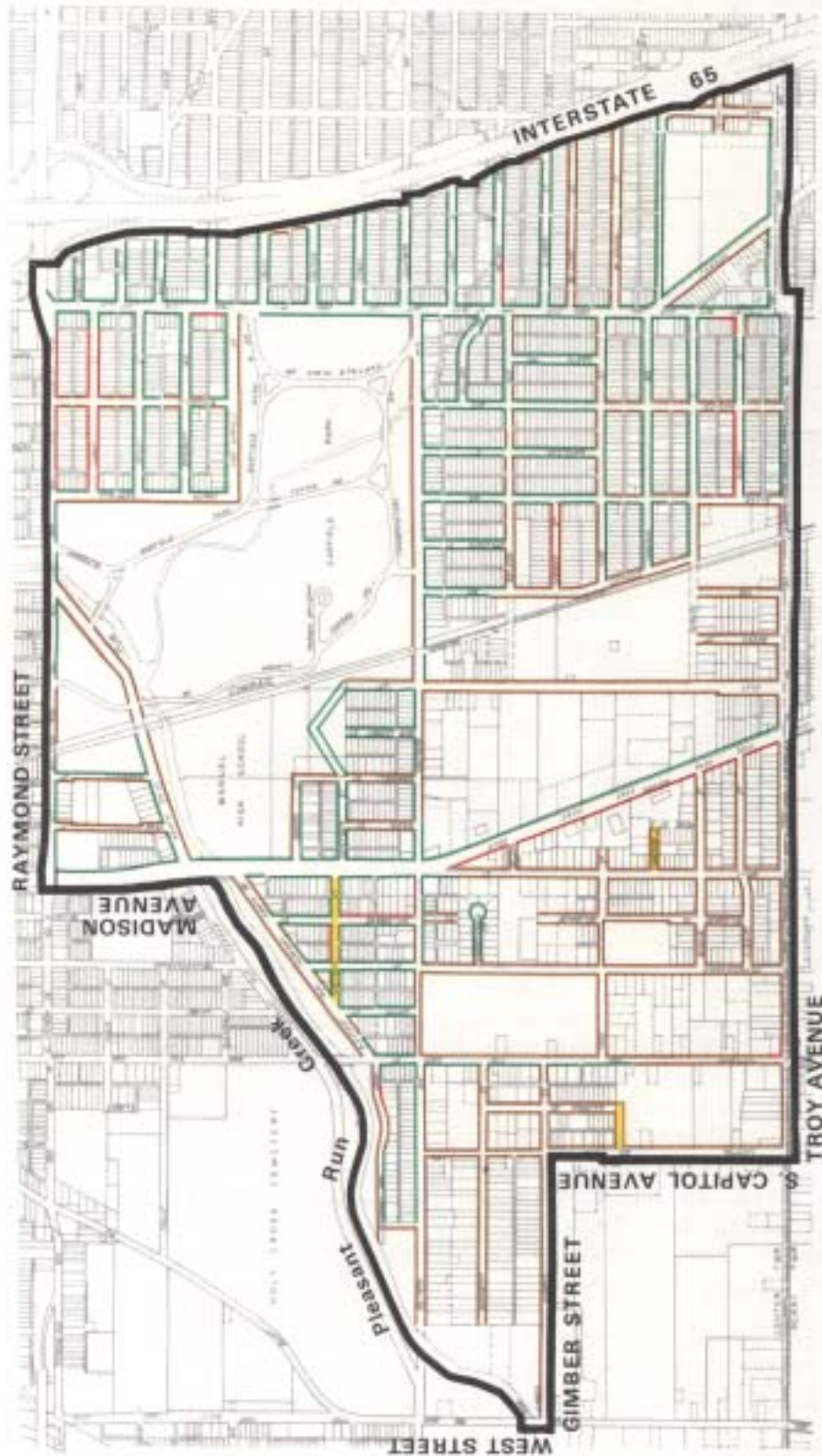
Freeway  
Expressway  
Primary Arterial  
10,359 Traffic Count

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N

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Division of Planning  
Indianapolis Marion County, Indiana





**GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN**  
**MAP 14 / EXISTING STREET & SIDEWALK SYSTEM**

- Sidewalks in Good Condition
- No Sidewalks
- Sidewalks in Poor Condition
- Streets in Poor Condition



Curbs follow the same development pattern as sidewalks, with most areas east of the Conrail Railroad served by curbing, while those to the west are not. The more rural pattern of development in the western portion of the neighborhood is a major reason for the absence of curbing. Curbs are needed in parts of this area to assist in drainage (storm water run-off). Spot curb repair is needed in the eastern portion of the neighborhood.

#### D. Streetscape

In addition to land use, building conditions and traffic/infrastructure conditions, the overall visual quality of the neighborhood is important. Those who work, live in, or travel through the neighborhood form an opinion of the area by what they see and hear. The quality of the neighborhood is as much perceptual as it is quantifiable.

- . The open, natural areas along Pleasant Run and Pleasant Run Parkway form a pleasant, natural continuation of Garfield Park across the northern portion of the neighborhood.
- . Garfield Park provides a large recreational facility featuring open tree-shaded natural areas, botanical gardens, outdoor recreation for children and adults. The large park form the focal point for the neighborhood. The park is also highly visible along Raymond and Shelby Streets and Southern Avenue.
- . Madison Avenue is the main north-south thoroughfare in the neighborhood. One of the major commercial thoroughfares in the City, Madison Avenue features shopping plazas, restaurants, office and service facilities. Inappropriate signage, poor maintenance of buildings and parking areas, and a high traffic volume present a congested and visually unappealing appearance to the motorist.
- . Several large churches, representing many denominations, as well as several public buildings are well-maintained and lend an air of stability to the area. These structures both visually and socially define the neighborhood.
- . Residential areas directly south and north of Garfield Park are very well-maintained and feature pleasing tree-lined streets and well cared for lawns.

- . Some housing units in the neighborhood are deteriorating and show signs of deferred maintenance. This visually and economically affects surrounding homeowners.
- . Traffic congestion on Raymond Street, Shelby Street and Madison Avenue pose hazards to motorists and pedestrians alike.
- . Large tracts of open land create the potential for new development, both residential and commercial, which could benefit the neighborhood.
- . Troy Avenue acts as a transition between residential neighborhood and industrial area. The street features a mixture of residential, commercial and industrial uses which often conflict with one another.
- . Manual High School, in the northwestern portion of the neighborhood, is a focal point for this and surrounding neighborhoods.
- . The Conrail Railroad, traversing the area northwest to southeast, divides the neighborhood both physically as well as developmentally into two sections. The right-of-way is fairly well-maintained by railroad and adjacent property owners.
- . Interstate 65 forms a major physical boundary for the neighborhood. Traffic noise and dirt cause problems for areas adjacent to the highway. The interstate also creates a physical hindrance to travel by truncating several east-west streets.

#### E. Zoning

The application of the zoning process on a neighborhood has an important impact upon its development. Often, land use conflicts or disinvestment in property (particularly housing) result from inappropriate zoning. The following is a brief overview of the current zoning districts in the Garfield Park/Pleasant Run neighborhood (see Map 15).

There are 18 different zoning classifications currently within the neighborhood; they are:

- Dwelling Districts:  
D2, D5, D8
- Commercial Districts:  
C1 - (Office-Buffer District), C2 - (High Intensity

Office - Apartment District), C3 - (Neighborhood Commercial District, C4 - (Community - Regional Commercial District), C5 - (General Commercial District), C7 - (High Intensity Commercial District), CID - (Commercial - Industrial District).

- Special Use Districts:

SU1 - (Churches), SU10 - (Cemeteries), SU34A - (Club Rooms), SU34 - (Fraternal Rooms, Ballrooms, Public Fraternity and Lodge)

- Industrial Districts:

I2U - (Light Industrial Urban District), I3U - (Medium Industrial Urban District)

- Park Districts:

PK1 - (Park District One)

- Agricultural Districts:

A1

High-density Residential Districts are concentrated in three areas. The D8 Districts exist in a large area along the west side of South East Street from Southern to Troy Avenues; on the west side of Shelby Street from Bradbury Avenue to East Garfield Drive, and flanking Ransdell Street from Raymond Street south to Pleasant Run Parkway, North Drive. Almost all single or two-family residential development in the neighborhood is zoned D5. The only other single-family residential district is a single lot zoned D2 on South Pennsylvania Street, just west of Berwyn Street (see Map 15).

Commercial Districts are concentrated on Shelby Street, Troy Avenue and Madison Avenue, the three major commercial thoroughfares. Shelby Street contains a range of commercial zoning districts. Much of the land flanking the street is zoned C1 or C2, a fairly restrictive classification; however, between Southern and Nelson Avenues the area is zoned C4. South of Yoke Street, the flanking properties are zoned C5 (see Map 15).

All of Madison Avenue south of Southern Avenue is zoned C5. Property along Troy Avenue has C4 zoning between South Meridian and Pennsylvania Streets and C5 zoning at: a) Madison Avenue, b) between Beech Street and Nelson Avenue, and c) between Allen and Carson Avenues. Other commercial districts exist at South Meridian Street between Pleasant Run and Southern Avenue (C3); along the east side of Carson Avenue (C2); and a large area bounded by East Street, Berwyn Street, the Conrail Railroad and the Baptist Temple (C2). (See Map 15.)

Industrial Districts are found in two areas of the neighborhood. A Light Industrial District (I2U) is found between South Pennsylvania and Brill Streets, west of Nelson Avenue. A large area of I3U (Medium Industrial District) zoning is found in an area bounded by Berwyn Street, Nelson and Troy Avenues and the Conrail Railroad (see Map 15). Another I3U District exists on the south side of Nelson Avenue between Stanley and Allen Avenues.

Park Districts, found in the northern portion of the neighborhood, are:

- Garfield Park (PK1)
- Pleasant Run Parkway (PK1).

Special Use Districts exist in four locations in the neighborhood. The Concordia Lutheran Cemetery is zoned SU10 for such use. Two areas are zoned SU34 - one is located between South Meridian and Pennsylvania Streets west of Berwyn Street; the other is located on the south side of McDougal Street, just east of Shelby Street.

The Agricultural District, A1, occupies a large area roughly bounded by Capitol on Troy Avenues, Meridian Streets and a line parallel with Yoke Street.

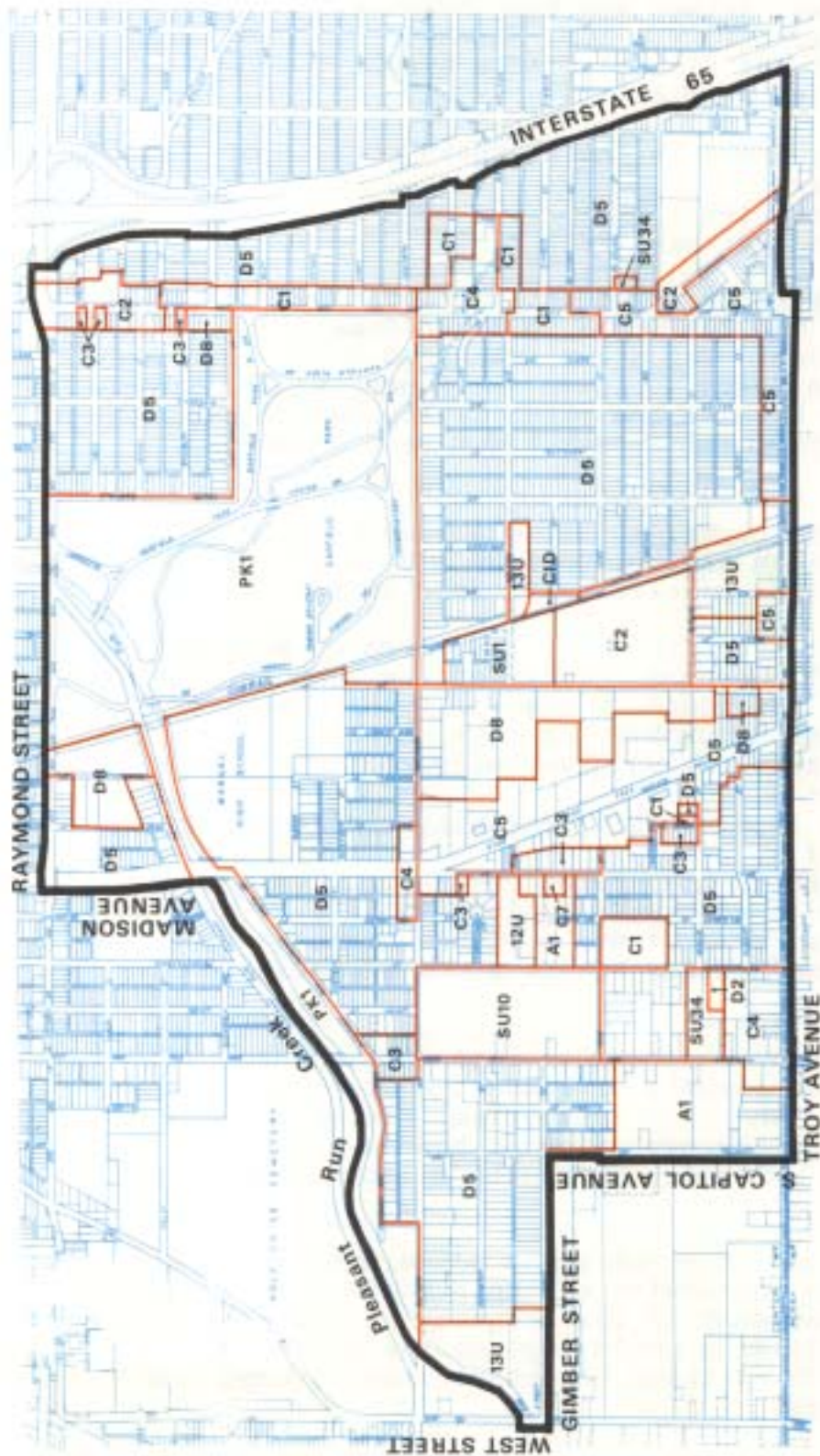
Current zoning classifications have created some problems in the neighborhood. Conflicts between land use and its zoning are found in the following categories:

- Special Uses (churches, schools, libraries and fire stations) zoned as single-family residential or commercial;
- Apartments zoned as single-family residential or commercial;
- Some commercial uses zoned residentially;
- Some homes zoned commercially;
- Concentrated area of use variances from current zoning along Madison Avenue south of Southern Avenue.

In the first three categories, more intense use has been made of the parcels of land without an alteration of the zoning. In these categories, the use is long-term, reflecting the evolution of the area over time. These uses are generally appropriate land uses for the neighborhood.

Some homes in the area are zoned commercially, which either leads to conversion of the structure into a business or disinvestment in the property in the hope that a commercial building would replace the current structure. Both of these potentials can disrupt the surrounding area.





## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

### MAP 15 / EXISTING ZONING

#### DWELLING DISTRICTS

D2  
D5  
D8

#### INDUSTRIAL DISTRICTS

12U Lights Industrial Urban District  
13U Medium Industrial Urban District

#### COMMERCIAL DISTRICTS

C1 Office Buffer District  
C2 High Intensity Office-Apartment District  
C3 Neighborhood Commercial District  
C4 Community Regional Commercial District  
C5 General Commercial District  
C7 High Intensity Commercial District  
CID Commercial-Industrial District

#### SPECIAL USE DISTRICTS

SU1 Churches  
SU10 Cemeteries  
SU34 Club Rooms, Fraternal Rooms

#### PARK DISTRICTS

PK1 Park District One

#### AGRICULTURAL DISTRICTS

A1

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**GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN**  
**MAP 16 / REZONING AND VARIANCES 1969-1986**

Variances      Rezoning

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In both cited cases a conflict between current zoning and current land use is apparent. Specific conflicts will be addressed under both the assets/liabilities and recommendations sections of this report (Maps 15 and 16).

## Police Protection

Police protection in the Garfield Park - Pleasant Run Neighborhood is provided by two beat officers assigned to the Henry Sector. While each beat officer has an assigned geographic area of responsibility, the patrol system is flexible. In the event a particular officer is out of service on a call, an adjacent beat officer will be dispatched. Beat officers from other sectors may also be dispatched, if necessary.

Crime statistics for selected crimes for the neighborhood compared with those for the Indianapolis Police District are presented in Table B below.

TABLE B  
GARFIELD PARK - PLEASANT RUN AND  
INDIANAPOLIS POLICE DISTRICT  
1980, 1984, 1985

GARFIELD PARK-PLEASANT RUN AREA										INDIANAPOLIS POLICE DISTRICT											
		80-84				84-85						80-84				84-85				80-85	
		Change				Change						Change				Change				Change	
Crime	1980	1984	No.	%	1985	No.	%	No.	%	Crime	1980	1984	No.	%	1985	No.	%	No.	%		
Rape	5	9	+4	+44	7	-2	-22	+2	+28	Rape	368	374	+6	+2	363	-11	-3	-5	-1		
Robbery	28	20	-8	-29	23	+3	+13	-5	-17	Robbery	1,981	1,722	-259	-13	1,751	+29	+2	-230	-12		
Purse Grabs	8	2	-6	-75	3	+1	+33	-5	-62	Purse Grabs	284	120	-164	-58	194	+74	+38	-90	-32		
Vehicle Related										Vehicle Related											
Larceny	244	154	-90	-37	160	+6	+04	-84	-34	Larceny	9,232	7,111	-2,121	-23	5,692	-1419	-20	-3,540	-38		
Vandalism	196	116	-80	-41	144	+28	+19	-52	-26	Vandalism	6,254	4,633	-1,621	-26	5,435	+802	+15	-819	-13		
Burglary	216	142	-74	-34	226	+84	+37	+10	+04	Burglary	10,239	9,312	-927	-9	8,376	-936	-10	-1,863	-18		
Stolen										Stolen											
Vehicle	131	63	-68	-52	63	0	0	-68	-52	Vehicle	3,868	2,735	-1,133	-29	2,686	-49	-2	-1,182	-31		
All Other	325	274	-51	-16	308	+34	+11	-17	-05	All Other	15,173	10,713	-4,460	-29	12,609	+1896	+15	-2,564	-17		
Total	1153	780	-373	-32	934	+154	+16	-119	-18	Total	47,399	36,720	-10,679	-23	37,106	+386	+1	-10,293	-22		



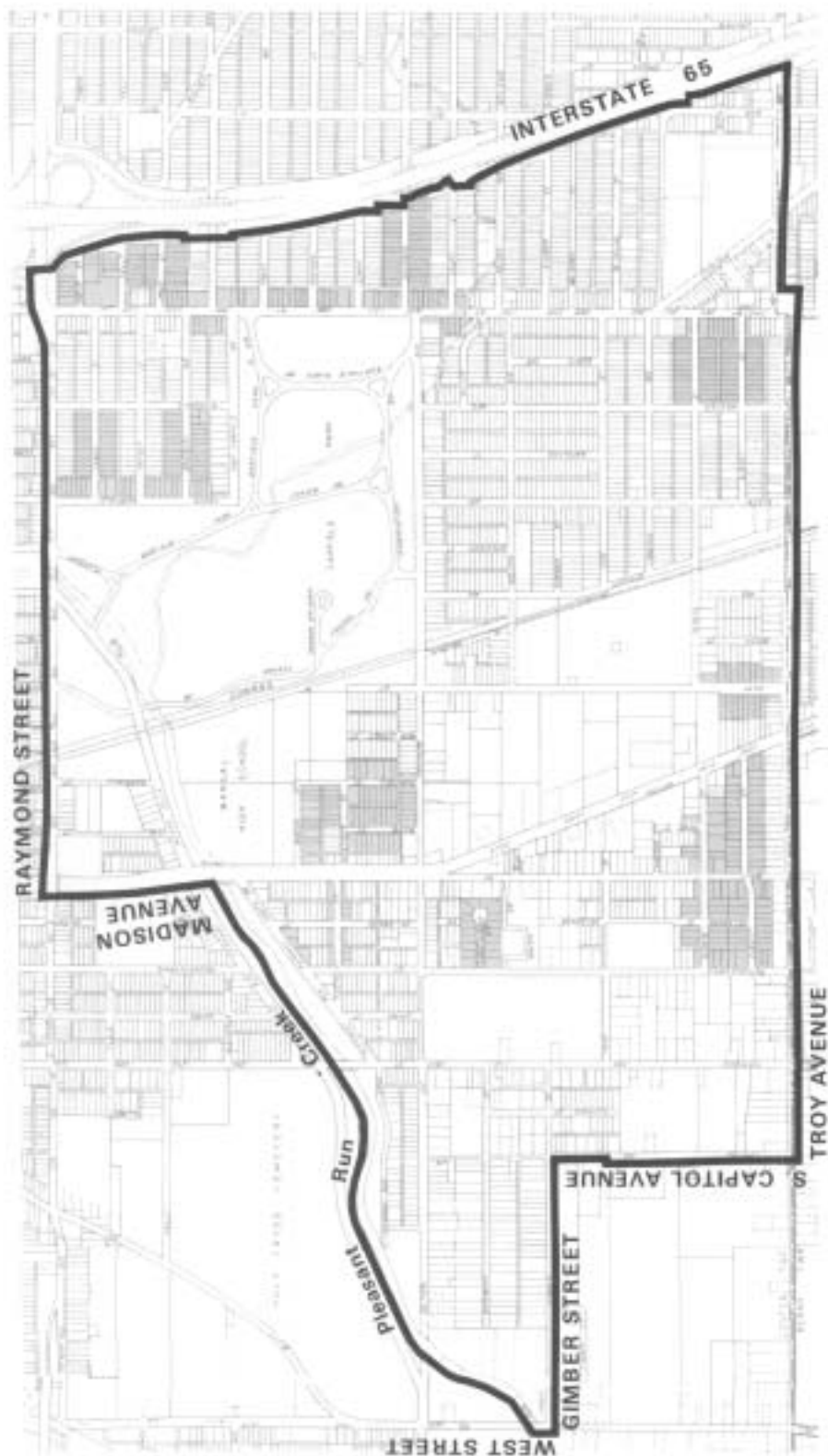
The statistics indicate that total crime decreased between 1980 and 1985 in both the Garfield Park - Pleasant Run Neighborhood and the Indianapolis Police District -- 18 percent and 22 percent, respectively. A closer look at the change from 1984 to 1985, however, shows total crime increasing by 16 percent while the Indianapolis Police District registered only a 1 percent gain. Vandalism and burglary showed sizable increases in the neighborhood (vandalism 19 percent increase or 28 more cases; burglary 37 percent increase or 84 more cases). Vandalism district wide increased 15 percent while burglaries dropped 10 percent. All categories of crime increased in the Garfield Park - Pleasant Run Neighborhood except for rapes and stolen vehicles, while only five of the nine categories increased in the Indianapolis Police District. Although crime has decreased since 1980 for both neighborhood and police districts when compared to 1985, it appears that the increase in crime in the neighborhood is disproportionate with the far smaller increase noted in the Police District for the period 1984-1985.

Table C  
Garfield Park - Pleasant Run/IPD District Crime  
Per 100 Persons 1980 and 1985

Garfield Park - Pleasant Run/Percent of  
IPD District, 1986

Crime IPD	Garfield Park/ Pleasant Run		IPD		Garfield Park % of
	1980	1985	1980	1985	
Rape	0.09	0.13	0.1	0.1	1.93
Robbery	0.52	0.43	0.5	0.4	1.31
Purse Grabs	0.15	0.06	0.1	0.0	1.55
Vehicle Related					
Larcenies	4.57	3.00	2.3	1.4	2.81
Vandalism	3.67	2.70	1.6	1.4	2.65
Burglary	4.05	4.24	2.6	2.1	2.70
Stolen Vehicles	2.46	1.18	1.0	0.7	2.35
All Other	6.09	5.77	3.8	3.1	2.44
Total	21.60	17.51	11.8	9.2	2.52

As may be seen in the table, in 1985 the neighborhood was substantially above the police district in crimes per 100 persons except for rape, robbery, and purse grabs. In 1985, 17 of every 100 persons in the Garfield Park-Pleasant Run area were victims of some crime, while only 9 of every 100 persons fell victim to some type of crime district wide. Neighborhood crime as a percent of the police district, however, indicates that the neighborhood has a disproportionate share of crime in these same categories, especially in vandalism and burglary, (the neighborhood population represents 1.1% of the police district).



# GARFIELD PARK/PLEASANT RUN NEIGHBORHOOD PLAN MAP 17 / CRIME WATCH AREAS

Crime Watch Area Boundaries

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Department of Metropolitan Development  
Division of Planning  
Indianapolis Marion County, Indiana

## G. SCHOOLS

At the close of the 1985-86 school year, the Garfield Park/Pleasant Run neighborhood was served by the following schools:

### Elementary

IPS School #27	545 East 19th Street
IPS School #35	209 East Raymond
IPS School #45	2301 N. Park Avenue

### Junior High Schools

IPS School #47	777 South White River Pkwy.
IPS School #72	1202 East Troy Avenue

### High School

IPS Emmerich Manual	2405 Madison Avenue
---------------------	---------------------

The target utilization rate\* for elementary and junior high schools, according to IPS, should be in the 80% to 100% range. The percentage utilization for each IPS school at the close of the 1985-86 school year were as follows:

School	Capacity	Enrollment	% Utilization
School #27	622	52	84.6
School #35	375	411	109.6
School #45	646	415	64.2
School #47	540	610	113.0
School #72	760	702	92.4

Emmerich Manual High School has been experiencing declining enrollment over the past fifteen (15) years. Enrollment is as follows:

Capacity	Enrollment			
	1970	1975	1980	1984
2137	2452	2326	1962	1429

The utilization rate for Manual High School dropped below 100% before 1980 and has been steadily decreasing. This is consistent with IPS trends.

\* Utilization rate equals the percentage of potimum capacity represented by enrollment for the particular school year.

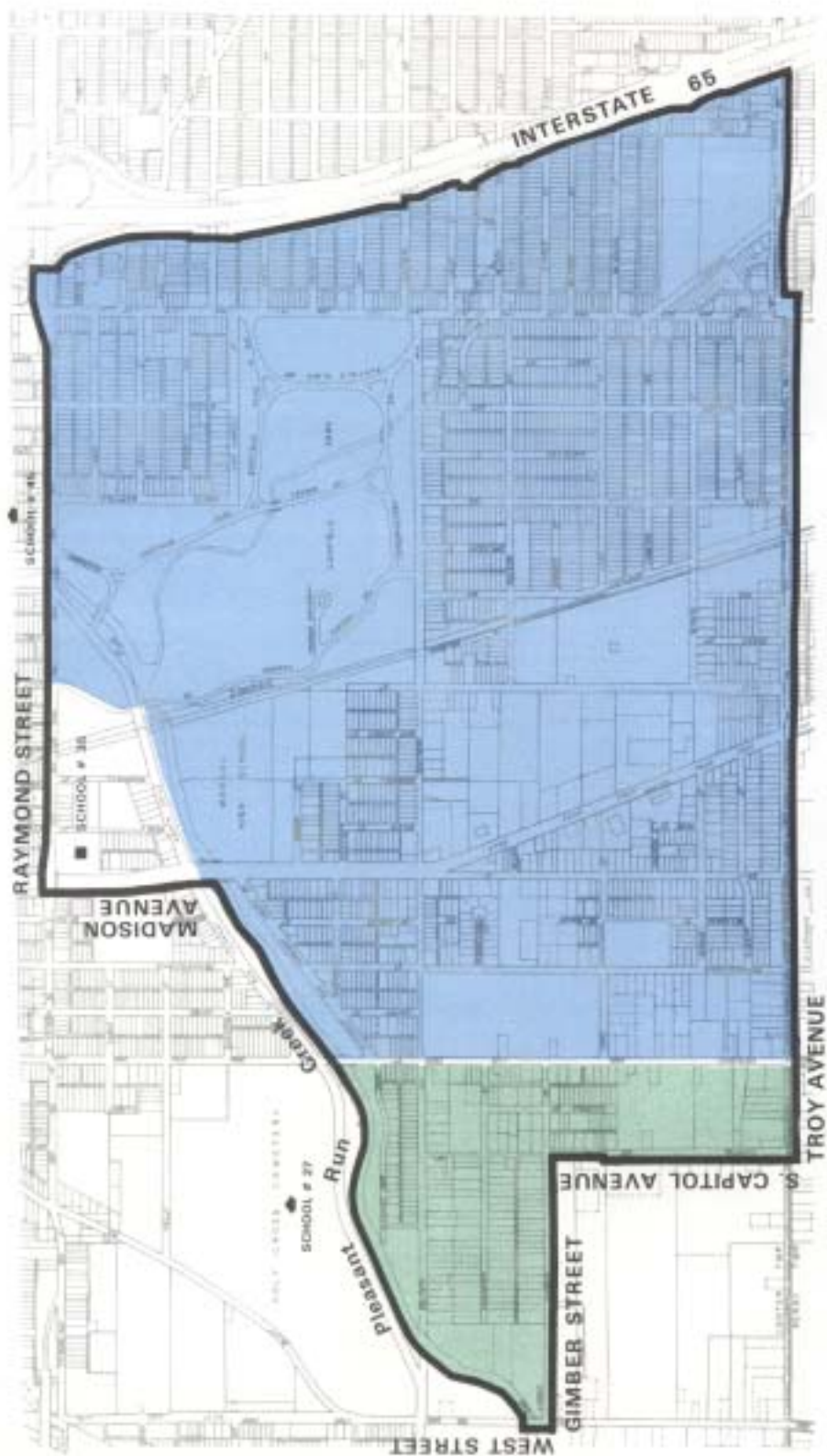
Appendix E presents an explanation of the IPS school system distribution. Maps showing each school boundary and how they "feed" into the junior and senior high schools are shown. In addition, the proposed percentage utilization of each school is given. This Appendix is a portion of the IPS report titled: School Utilization Plan for the Indianapolis Public Schools - 1986. This appendix should prove useful in determining the student makeup (by area of the city) for junior and senior high schools.

A great deal of concern has been expressed about the quality of education in the IPS school system. The changes made recently by IPS begin to address some of these concerns, shared throughout the city.

TABLE D

Indianapolis Public Schools Comparison of Fall Enrollment  
by Ethnic Group - 1985

Grades K-6				
	Black	All Other	Total	% Black
#27	338	188	526	64.3
#35	82	329	411	20.0
#45	169	246	415	59.3
Grades 7-12				
#47	241	369	610	39.5
#72	284	418	702	40.5
EMHS	480	949	1429	33.6



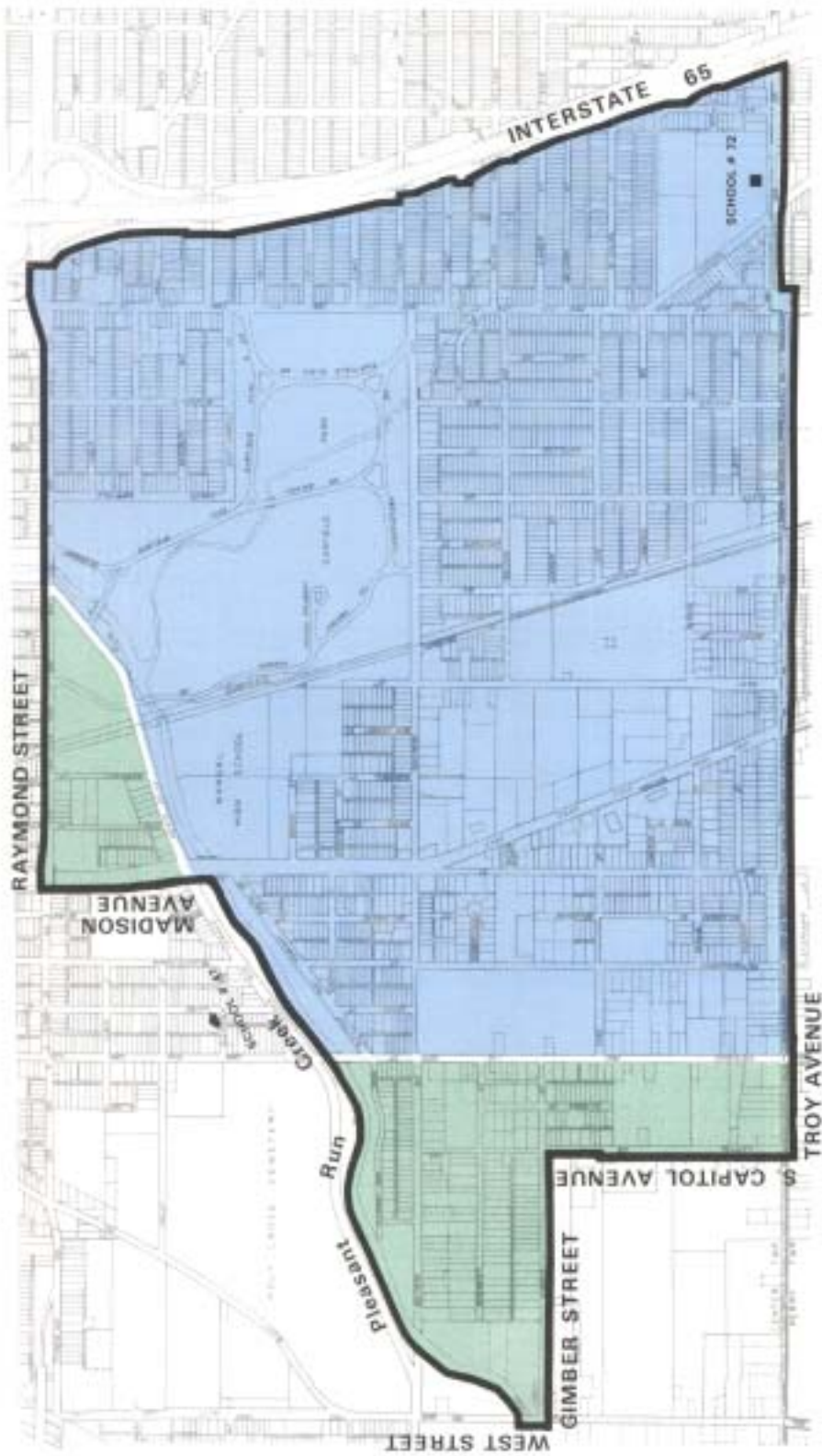
## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

### MAP 18 / PUBLIC ELEMENTARY SCHOOL DISTRICTS (IPS)



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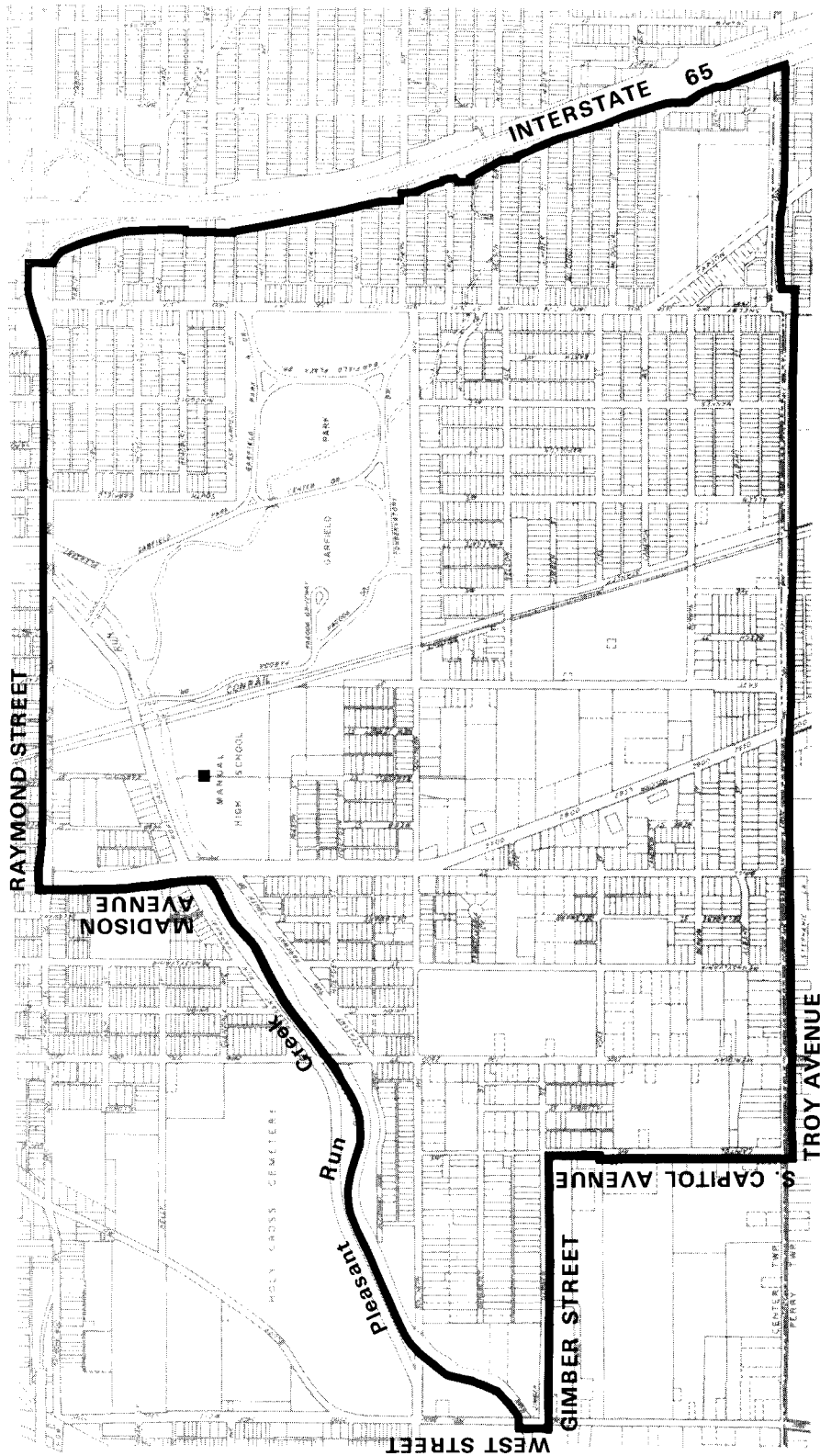
## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

MAP 19 / PUBLIC JUNIOR HIGH SCHOOL DISTRICTS (IPS)

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## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

MAP 20 / PUBLIC HIGH SCHOOL DISTRICT (IPS)

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Indianapolis-Marion County, Indiana

## II. SUBAREA ANALYSIS

In order to more closely analyze the existing conditions of the neighborhood, three subareas have been identified. Each subarea exhibits diverse land use types and conditions.

The three subareas are:

- One - Raymond Street (north), Shelby Street (west), I-65 (east), Troy Avenue (south)
- Two - Raymond Street and Pleasant Run (north), Shelby Street (east), Southern and Troy Avenues (south), and Meridian Street, Madison Avenue and the Conrail Railroad (west), (see Map 6)
- Three - Pleasant Run and southern Avenue (north), the Conrail Railroad and Meridian Street (east), Troy Avenue (south) and Pleasant Run, South Capitol Avenue (west), (see Map 6)

### A. Subarea One

The subarea is primarily residential and contains a somewhat older housing stock than the rest of the neighborhood. Homes in this subarea are either "cottages" or large two-story frame homes, often doubles. Deterioration of housing is more apparent in subarea one than in the rest of the neighborhood as 18% of buildings exhibit "minor deterioration" (64 structures) while 2.6% exhibit "major deterioration", (11 structures). The neighborhood has only 11% of structures in the "minor deterioration" category and 0.8% in the "major deterioration" category. Most of the deterioration appears to be among the residential uses in the subarea, although minor deterioration is apparent in some commercial structures on Shelby Street. Approximately 42% of the housing stock is rental in the subarea, while the overall neighborhood rental-occupied percentage is 33.2%. The subarea contains most of the early 20th century apartment "flats" in the neighborhood. These exist along the east side of Shelby Street between Wade Street and Comer Avenue. These buildings, typically three-story, are in basically good condition (see Map 9).

Commercial uses are confined to Shelby Street and consist of small "neighborhood-oriented" stores and several auto-related (repair) shops.

Some light industrial uses exist along Cruft and Nelson Avenues. Residential uses surround these uses. Traffic congestion and noise are noted problems in the immediate area.



Public uses exist in the far northern and southern portions of the subarea. In the north, St. Catherine of Sienna Roman Catholic Church has a large, well-maintained facility between Tabor and Kelly Streets. In the south, three facilities occupy most of the area south of Cameron Street. Indiana Bell has a large facility in the "triangle" of Carson Avenue, Shelby Street and Troy Avenue. IPS School #71, (Emma Donnan) occupies a large site on Troy Avenue, while St. James the Greater Roman Catholic Church and school occupy a large area directly north of School #71 on Cameron Avenue. All facilities are well maintained.

A large tract of vacant land exists along the south side of McCord Street. Other vacant areas exist adjacent to the Interstate on the subarea's eastern boundary.

Sidewalks serve most all of the subarea and are in good condition. Sidewalks do not exist along McCord and McDougal Streets and Boyd Avenue. Streets are generally in good condition. Spot curb and resurfacing work is needed.

For a breakdown of the subarea's demographic characteristics see the "Demographic Analysis" section, Page 15.

#### B. Subarea Two

Subarea Two is the most solidly residential area of the neighborhood. Along with Garfield Park, which occupies about half of the subarea, residential use dominates the remainder of the subarea. Two district housing areas exist, although both contain homes of similar size, style and condition. The first residential area exists north and east of Garfield Park in an area bounded by Raymond and Shelby Streets and South and East Garfield Drives. This area is characterized by large early 20th century frame and brick residences. About one-third of the structures are doubles and were initially constructed for that purpose. The second residential area exists south of Garfield Park (Southern Avenue). The area is overwhelmingly single-family, with the predominant housing type that of the "Bungalow" style. Homes are very well maintained in this area. The only doubles in this portion of the subarea is a block-long concentration between Nelson Avenue and Yoke Street on the west side of Shelby Street.

Commercial and public/semi-public uses concentrate along Shelby Street and to a lesser extent along Troy Avenue. A solid neighborhood-serving commercial center exists at the intersection of Raymond and Shelby Streets, while a smaller center exists at the intersection of Southern Avenue and Shelby Street. Several public uses exist along Shelby Street in the subarea; among them are the Garfield branch library, Fire Station #29, Garfield Park Church of God and Garfield Park Baptist Church. A total of five churches serve the neighborhood from this subarea.

Building conditions in this subarea are very good, with 91.9% of the structures in "sound" condition. Only 7.8% (62 structures) exhibit "minor deterioration", while a very small 0.3% (3 structures) exhibit "major deterioration". Deterioration does not appear concentrated in any one portion of the subarea and is largely of a "paint-up/fix-up" nature.

The largest single non-residential land use in the neighborhood occupies one-half of subarea two: Garfield Park. Garfield Park is a major public (city) park. The park contains 123.5 acres and is classified as a "community park". The following data on the park is taken from information provided by the Department of Parks and Recreation in their 1980 "Needs Assessment" Report. This information will be revised by the Parks Department to address current assets and liabilities.

#### GARFIELD PARK

##### Rating:

The park's character is exceptional while its facilities are average to above average.

##### Deficiencies:

##### A. Conservatory/Greenhouses

1. The three greenhouses need to be renovated.
2. The Quonset storage hut is very unsightly.

##### B. Sunken Gardens

1. Fountains need caulking and crack repair.
2. Brick walks and benches will eventually need to be re-mortared or replaced.

##### C. Parking Areas

1. Unpaved lots along roads and next to center need paving.
2. Some paved lots (such as the swimming pool lot) need resurfacing.
3. Some paved lots need to be striped.

##### D. Recreation Center

1. Total renovation needed--facility should also be made energy efficient and handicapped accessible.

##### E. Amphitheatre

1. Renovation of roof, restrooms and offices needed.
2. Lighting and sound system need to be upgraded.

##### F. Swimming Pool

1. Fix water leaks
2. New bathhouse is needed.
3. Wheelchair lift should be added.

##### G. Softball Diamonds

1. Lighting should be upgraded
2. Player's benches and baseline fencing is needed.
3. Concession/restroom building needed.

#### H. Bridges

1. Bridge near East Street is sinking.
2. New limestone bridge near the pool should be repaired (was damaged by a vehicle).
3. Bridge on south side of park needs renovation.
4. Wood pedestrian bridge near gardens needs attention.

#### I. Park General

1. Fire pit near amphitheatre needs to be removed or rebuilt.
2. Stairways in pagoda need to be secured against access.
3. Shelter near railroad tracks and Southern Avenue needs new roof.
4. Park needs jogging/fitness trail.
5. Brick columns along Southern Avenue need to be repaired.
6. Curbing and drainage improvement is needed in several locations.
7. Restrooms for public use needed.

Industrial uses in this subarea exist in two small areas: 1. along Nelson and Stanley Avenues near the Conrail Railroad and, 2. along Troy Avenue. Custom Sound and Engineering is a long-time area facility located at 705 Nelson Avenue. Although intruding into a solidly residential neighborhood, it appears to be well-maintained and does not directly detract from the area. The uses on Troy Avenue are small "quasi-industrial" firms (marble products and an engineering firm).

Sidewalks exist in most portions of the subarea, although the system is intermittent and its condition variable. Most east-west streets are served by sidewalks on at least one side of the road. Exceptions to this can be found on Nelson Avenue, which has no sidewalks. North-south streets are not as well served, with Stanley, Allen, Manker and Ringgold Avenues each lacking sidewalks (see Map 14). North-south sidewalks are noticeably absent south of Yoke Street.

Sidewalk conditions range from good to very poor. Areas of existing sidewalks in poor condition are: Tabor Street, Gimber Street, Albany Street and small portions of Shelby Street near Bradbury Avenue and Albany Street.

Streets and curbs are in generally good condition throughout the area. Trouble spots include Raymond Street, where poor street conditions and traffic congestion cause problems and along portions of Stanley Avenue. Poor curb conditions can be found in spots throughout the area. Concentrated areas of bad curbing exist on Tabor Street.

A breakdown of the subarea's demographic characteristics can be found on page 15 of the "Demographic Analysis" section.

Detailed Assessment of Housing  
Units in Garfield Park/Pleasant Run

A study completed in 1984 by the Division of Planning entitled "Characteristics and Conditions of Central City Housing" examines conditions in Center Township and 5 census tracts in southern Washington Township. Census Tract 3579, (CT 3579) encompasses most of the Garfield Park/Pleasant Run neighborhood and was analyzed in the study. Due to the importance of housing stock as a reflection of a neighborhood's overall condition, it is appropriate to examine this information.

According to the 1980 census, CT 3579 contained 1,985 occupied housing units, 84% of the 2,413 occupied housing units for the entire neighborhood. 65% of housing units in the census tract were owner-occupied leaving 35% as rentals. This percentage of owner-occupancy is 6% higher than the Marion county average of 59.1%. This statistic is important, as it shows the relatively high percentage of owner-occupied homes in the neighborhood.

This figure can be somewhat misleading, however, as the three subareas differ substantially in the percentages of owner-occupied vs. renter-occupied.

	% Owner	% Renter
Subarea One	60%	40%
Subarea Two	87%	13%
Subarea Three	58%	42%

Clearly, Subarea Two has a far higher owner-occupancy percentage than the subarea's to the west or east. The stability of the area is further shown in that over 60% of the owner-occupied households have been occupied by the same householder for more than 10 years. The high percentage of rental housing is certainly related to the approximately 40% of units occupied by the same householder 5 years or less. One can surmise that those who own their homes are long-time residents, while the rental population tends to be more transient. The percentage of housing units over 40 years old is 50.1-75.0%, (which is 7.9%). This figure is almost the same as the Marion County figure of 7.8%. The CT 3579 vacancy rate is better than the study area average of 12.3%.

Housing values in CT 3579 are slightly less than the Marion County average, yet above average when compared to the study area.

CT 3579	Study Area	Marion County
\$25,001-33,000	\$19,057	\$35,900

Homes sales in CT 3579 were somewhat lengthy. CT 3579 homes were on the single-family market an average number of 61-90 days. The median sale price of homes in CT 3579 were \$30,001+. This figure is substantially above the study area's average

(Center Township and lower Washington Township) of \$25,900. Based upon these findings, the following summary of this area (CT 3579) was prepared for the housing study report.

"The Garfield Park-Pleasant Run neighborhood encompasses a small area on the south-central edge of the Study Area. As the name implies, the neighborhood's focal points are the park and Pleasant Run Creek. These nonresidential land uses contribute to the relatively low density of residential development in the area. Most housing in the neighborhood is owner-occupied single-family. More than half the residential structures are at least forty years old. These structures are in relatively good condition; little demolition or deterioration has been observed in the area. The neighborhood displays a healthy housing market; sale prices are high for the central city, and selling times are short. The average household here is unusually small for a predominantly single-family area; the major reason for this is the neighborhood's large share of elderly and one-person households."

#### C. Subarea Three

Subarea three is the most diverse subarea of the neighborhood, containing large tracts of commercial, residential, public-institutional, and agricultural uses. Homes in this area tend to be newer than those found elsewhere in the neighborhood. Residential areas of the subarea concentrate west of Meridian Street between Pleasant Run and Yoke Street, and in a band between Pennsylvania and Brill Streets from Southern to Troy Avenues. The majority of homes are single-family. Deterioration of the residential housing stock is apparent along Bakemeyer Street, where 28% of the homes exhibit minor deterioration. Homes exhibiting minor deterioration are scattered throughout the rest of the subarea, though to no great concentration (almost 88% of the structures in the subarea are "sound", while only 11% exhibit "minor deterioration").

Commercial uses make up almost half of the land use in the subarea. The overwhelming majority of commercial land use concentrates along Madison Avenue. These facilities cater to the automobile in the form of strip shopping centers, fast food restaurants and other services related to the commuter along this major thoroughfare. The physical condition of most structures are good; however, inappropriate signage, little or no landscaping and poorly arranged/maintained parking areas present a less than positive image to the motorist. Commercial uses also exist along Troy Avenue, most notably near its intersection with Meridian Street.

Two large public/semi-public uses exist in the subarea. The Indianapolis Baptist Temple occupies a large site bounded roughly by East Street, Southern Avenue, the Conrail

Railroad and Berwyn Street. The facility is well maintained and features large open space areas.

Another major public/semi-public use is the Concordia Lutheran Cemetery, which is bounded by Southern Avenue, Meridian, Pennsylvania and Yoke Streets. The cemetery is well maintained and features ornate monuments from the Victorian era.

Industrial uses are intermixed with other uses throughout the subarea. These uses are generally light industrial uses. In the western tip of the subarea E-W Mold & Tool Company is located on a large tract of land bounded by Pleasant Run Parkway and Gimber Street. The facility is well maintained but is surrounded by park/open space or residential uses. The Calderon Vending Company located south of Pennsylvania Court between Pennsylvania and Brill Streets is located between residential areas (north and south), commercial uses (east), and public/semi-public (cemetery west).

The third light industrial area occurs between Stanley Avenue and the Conrail Railroad north of Troy Avenue. In general, these uses are inappropriately located, as they abut far less intense land use (i.e., residential). Yet for the most part, they are well-maintained and do not seriously detract from the surrounding area.

It is somewhat unusual to note the presence of agricultural land in a portion of the subarea, as this neighborhood is in Center Township. The area, bounded by Meridian Street on the east and Capitol Avenue on the west south of Yoke Street, is still actively farmed and adjoins a larger agricultural area west of the planning area.

Another "open space" area includes the green belt along Pleasant Run Creek. The open space provides a pleasant natural feature for the subarea and neighborhood. High weeds along the creek bank detract from its overall appearance, however.

Sidewalks are noticeably absent in this subarea, as only Madison Avenue, portions of Meridian Street, Southern Avenue and Pennsylvania Court are served by sidewalks. The area has a distinctly more suburban feeling, with many streets lacking curbing. Drainage ditches parallel several streets as well. Because the area is less intensely developed, sidewalks do not appear a major necessity at all locations. Some repair work is needed, most notably along the west side of Madison Avenue. Most streets are in good repair, with only spot repair and resurfacing work needed.

For a breakdown of the subarea's demographic characteristics, see the "Demographic Analysis" section, page 15.



## SECTION FIVE

### ASSETS/LIABILITIES/NEEDED IMPROVEMENTS

#### INTRODUCTION

From the detailed Land Use and Building Conditions surveys, analysis of existing conditions and working sessions with the Garfield Park-Pleasant Run Planning Committee, the following list of neighborhood-wide assets/liabilities and needed improvements has been developed.

A general listing of neighborhood-wide assets/liabilities and needed improvements will be followed by a detailed listing for the following specific categories:

- |                     |                           |
|---------------------|---------------------------|
| I. COMMERCIAL       | V. APPEARANCE             |
| II. RESIDENTIAL     | VI. OPEN SPACE            |
| III. TRANSPORTATION | VII. PUBLIC/INSTITUTIONAL |
| IV. PUBLIC SAFETY   | VIII. INDUSTRIAL          |
|                     | IX. ZONING                |

#### I. COMMERCIAL

##### ASSETS

- Shopping plazas located in and near area.
- Commercial facilities located on major thoroughfares.
- Population base and commuter traffic provides strong business base.
- Neighborhood commercial uses serve local residents (Shelby Street).

##### LIABILITIES

- Code violations (illegal signs, storage, use lacking permit or variance).
- Deterioration, disinvestment and vacancy problems along Madison and Shelby.
- Shelby Street and Madison Avenue
  - a. Facade/maintenance
  - b. Declining quality of stores and service
  - c. Poor image
    - 1. Landscaping
    - 2. Signage
    - 3. Design
- Parking for Shelby Street stores difficult.
- Businesses in converted residential structures.

- Adult entertainment uses detracting economically and perceptually from the commercial viability of the neighborhood. Area perceived as a "marginal" place to do business.
- Madison Avenue merchants are poorly represented and organized. There is no one "business-voice" for the corridor.

#### NEEDED IMPROVEMENTS

- Increase City zoning and code enforcement activity on Shelby Street and Madison Avenue to ensure compliance with zoning and building codes.
- Variance or rezoning petitions should be reviewed carefully to assess their impact upon this congested thoroughfare.
- Strongly oppose the continued conversion of residential structures into businesses. This is especially true on Shelby Street, Troy Avenue, Brill and Meridian Streets.
- Concentrate commercial uses in existing commercial areas (commercial vacancies in commercial buildings should be filled).
- Rehabilitate existing older commercial buildings on Shelby Street, encouraging neighborhood-serving commercial uses.
- Strongly oppose the location and operation of adult entertainment facilities in the neighborhood.
- Upgrade the quality of businesses on Madison Avenue, as well as physically enhancing the business and its site.

## II. RESIDENTIAL

#### ASSETS

- Sound, well-built housing stock.
- Interesting mix of architectural styles in central portion of neighborhood (north and south of Garfield Park).
- An established area (fully-developed neighborhood).
- Variety of housing types.
  - a. Single-family
  - b. Duplex
  - c. Apartments
- Commercial and community services located in area and easily accessible.
- Higher owner-occupancy rate in the central portion of the neighborhood stabilizes area.
- Mixture of older (1900-1920) and more recent (1960's) housing.

#### LIABILITIES

- Deterioration of older homes, especially apparent east of Shelby Street and west of Meridian Street.

- Poor-quality housing in areas east of Shelby Street.
- Conversion of single-family residential (owner-occupied) homes into single or multi-family rentals.
- Business decline on Shelby Street perceived as depressing home values in surrounding area.
- Residential area between Pennsylvania Street and Madison Avenue suffers from intrusions of commercial and industrial uses.

#### NEEDED IMPROVEMENTS

- Limit home conversions (from single-family into either multi-family or commercial uses).
- Rehabilitation and/or maintenance of older housing stock in the neighborhood.
- Sharply deliniate commercial areas from residential areas, ensuring proper landscaping and screening, as well as zoning controls, to stabilize residential areas.

### III. TRANSPORTATION

#### ASSETS

- The area is bounded and bisected by major thoroughfares.
- Access to other areas of the city is good.
- The neighborhood is well-served by public transportation.
- I-65 offers a major transportation link, both around the city and nation-wide.

#### LIABILITIES

- Traffic and safety problems are very apparent on Raymond Street, because the current design and capacity are inadequate to handle current and projected traffic.
- Pleasant Run Parkway North and South Drives at their intersection with Raymond Street are poorly designed and hinder safe automobile and pedestrian traffic.
- The bridges in Garfield Park are deteriorating and in need of repair. Of specific concern is the "East Street" bridge over Pleasant Run.
- Traffic flow on Madison Avenue is hindered by too-numerous, ill-placed or duplicative curb cuts.
- Travel in and through the neighborhood east of Shelby Street is difficult due to the barrier of I-65 (only four of fourteen streets connect under the freeway).
- Some residential streets are in need of resurfacing (see map 14).
- Sidewalks need repair in several areas. Sidewalks are also needed (see map 14).
- Narrowing traffic lanes (on Madison Avenue) from K-Mart north to its intersection with Southern Avenue causes congestion, and safety problems.
- Curbing lacking on Madison Avenue near Banc One allowing cars to "jump curb" to park on right-of-way.

- Sidewalks on Troy are very poor from Allen Street to the Church's Fried Chicken restaurant. Trash and dirt are also problems in this area.

#### NEEDED IMPROVEMENTS

- Replacement of sidewalks in poor condition.
- Construction of new sidewalks in certain areas of the neighborhood to enhance pedestrian mobility (especially for areas with a large elderly population).
- Repair bridges in Garfield Park, especially the East Street/"Sinking" bridge.
- Limit curb cuts/access points on and off Madison Avenue in order to better control traffic flow and minimize accident hazards.
- Resurface those streets in the neighborhoods found to need repair.
- Widen Raymond Street to alleviate traffic congestion and safety problems, yet taking special pedestrian concerns, (crosswalks) and aesthetic needs (heavy landscaping and enhancement of Garfield "edge") into consideration.
- Construct shared parking areas on Shelby Street to lessen parking problem.

#### IV. PUBLIC SAFETY

##### ASSETS

- Several neighborhood crime watch areas in place (see map 17).
- Fire Station #29 is located at 2302 Shelby Street.
- Police roll-call and Henry sector headquarters located near the area at 1147 Madison Avenue.
- Fire Station #26 is located near the area at 1080 East Hanna Avenue and serves portions of the area.

##### LIABILITIES

- Total crime increased 16% in the neighborhood from 1984-1985, while Indianapolis (IPD) increased by only 1%.
- Large portions of the neighborhood are not active in the City's Crime Watch Program.
- Vandalism and burglary are both perceived and factual problems in the neighborhood (see Tables B and C, pages 42-43).

#### NEEDED IMPROVEMENTS

- Increase activity/participation in the City's Crime Watch Program, especially in the area south of Garfield Park.
- Strong building code enforcement for structures which have numerous violations or are found to be hazards.
- Encouragement of a more visible police presence in the neighborhood to combat crime (both in actual patrols and through programmatic functions).

## V. APPEARANCE

### ASSETS

- Many areas of the neighborhood contain homes with well-maintained and landscaped yards which enhance the quality and usual appeal of the area.
- Churches and other public/semi-public uses generally are designed and landscaped to blend into the neighborhood.
- Shelby Street sports several fine older commercial buildings which hold the potential for renovation similar to that currently taking place in Fountain Square.
- Pleasant Run and its parkways offer a natural green space area as a contrast to the urban neighborhood surrounding it.

### LIABILITIES

- Weeds are a visual problem along Pleasant Run in summertime.
- Public sidewalks are in poor condition and not properly maintained.
- Deteriorating homes are detracting eyesores for the surrounding neighborhood.
- Front yard fences, in the eastern and western portions of the neighborhood, detract from the visual aspects of the neighborhood and are often in poor repair.
- Commercial areas suffer from:
  - a. Abandoned signs
  - b. Inappropriate signage
  - c. No unification of sign location or size ("sign clutter")
  - d. Deterioration, poor coordination and inappropriate improvements to commercial facades foster a chaotic appearance and lack of unity
  - e. Parking lots not landscaped or buffered from street and surrounding homes
  - f. Debris and trash often seen in front of commercial establishments along Madison and Shelby Street
- Automobiles parked or "stored" on streets or in front yards in the eastern portions of the neighborhood both detract from the area's appearance and pose potential safety problems.
- Trash and debris exist all along the far eastern edge of the neighborhood due to a) I-65, b) the secluded "dead end" nature of several streets.
- Several commercial establishments on Shelby Street illegally use public right-of-way to display merchandise or place signs, giving the area a hazardous and "cluttered" look.

## NEEDED IMPROVEMENTS

- Facade/exterior rehabilitation of commercial storefronts and facades which attempt to:
  - a. Maintain or restore the architectural character of the building (Shelby Street)
  - b. Attempt to "unify" the street through concerns about the location, number and placement of signs, landscaping, building materials (Shelby Street and Madison Avenue)
- Board up and repair abandoned homes, businesses.
- Better public and private maintenance of public areas in front of commercial uses (trash, weeds, etc.).
- Enforcement of City codes to remove inoperable ("junk") vehicles from City right-of-way.
- Paint-up-fix-up of homes exhibiting deterioration.
- Maintain stream bank of Pleasant Run.

## VI. OPEN SPACE

### ASSETS

- Tracts of land are available for development in the southwest, south-central and eastern portions of the neighborhood.
- Agricultural land in the southwestern portions of the area and the large wooded area south of the Indianapolis Baptist Temple are rare "non-developed" tracts in Center Township.

### LIABILITIES

- Areas of undeveloped land being used for illegal dumping (property west of Madison Avenue and north of Berwyn Street).
- Vacant lots not maintained, often overgrown with weeds.

## NEEDED IMPROVEMENTS

- Maintenance of undeveloped land by property owner.
- Thoughtful development of non-"park" open space into residential development (where feasible) which enhances the surrounding area.

## VII. PUBLIC-INSTITUTIONAL

### ASSETS

- The neighborhood contains (see Map 12)
  - a. A public library
  - b. Garfield Park



- c. Pleasant Run
- d. A large number of churches serving several faiths
- e. Public and parochial schools
- f. Fire Station #29
- g. Manual High School
- h. Concordia Luthern Cemetery

#### LIABILITIES

- Problems of vandalism and drugs noted by area residents in Garfield Park.
- Parking lots for some uses poorly screened from surrounding residences.
- Maintenance problems noted in Garfield Park (see pages 53-54 for detailed list).
- Raymond Street widening project will remove a 50 foot strip of land from the northern boundary of Garfield Park.

#### NEEDED IMPROVEMENTS

- Assess Raymond Street widening project to see that its impact upon Garfield Park is minimized. Improve the northern boundary and entrances to the park as a benefit of the widening project.
- Better patrol of Garfield Park to control vandalism and illicit activities occurring in the park. Cooperation between IPD, DPR and surrounding neighborhood organizations is needed to accomplish this.
- Maintain Pleasant Run along the parkway outside the Garfield Park boundaries.
- Cooperation between neighborhood residents and public-institutional facilities to lessen impact of parking and noise problems for surrounding residential areas.

### VIII. INDUSTRIAL

#### ASSETS

- Industrial uses in and near the neighborhood provide jobs, tax base.
- Industrial firms have easy access to major transportation routes.

#### LIABILITIES

- Industrial uses intrude into residential or commercial areas, creating problems such as noise, outside storage and truck traffic (each incompatible with surrounding land uses).
- Small "quasi-industrial" uses are locating illegally, or by a variance, in areas where they are not properly zoned.

- Many industrial uses do not adequately screen or buffer their outdoor storage areas or parking facilities from nearby non-industrial uses.
- Landscaping, especially when abutting other land uses or street frontages, is often non-existent or inadequate.

#### NEEDED IMPROVEMENTS

- Long-term removal/relocation of certain industrial uses which are intrusions into the residential and/or commercial aspects of the neighborhood.
- Better control and screening of industrial use storage areas, parking lots, boundaries.

### IX. ZONING

#### ASSETS

- Most commercially used land is zoned for commercial usage.
- The current D-5 Dwelling Districts properly serve the residential land use on which they are placed.
- All of the existing parks and parkways are properly zoned PK-1.

#### LIABILITIES

- Most public-institutional land uses (churches, schools, cemeteries) are currently zoned for either single-family residential or commercial use, thus hindering their further development.
- Some buildings, specifically along Shelby Street, are currently zoned C-1 or C-3, a commercial zoning classification inappropriate for a residential land use.
- Commercial or industrial zoning districts exist in primarily residential areas.
- C-5 zoning in areas where a lesser intensity is appropriate.

#### NEEDED IMPROVEMENTS

- Correctly zone current, appropriate land uses to their proper district (e.g., a church, school or library to its proper "Special Use" District).
- Rezone certain areas to a more restrictive zoning classification to better support the appropriate range of uses in the area.
- Develop a plan which properly matches long-term land use proposals with the appropriate zoning district designation.
- Rezone specific properties which are underutilized or would better serve the future development of the neighborhood at a more intense classification.

## PART TWO: RECOMMENDATIONS/ACTIONS

### SECTION ONE

#### GOALS AND OBJECTIVES

##### INTRODUCTION

The detailed list of "Assets/Liabilities/Needed Improvements" presented in Part One, Section Five serves as the basis for proposing specific goals and objectives for the future growth and development of the Garfield Park-Pleasant Run neighborhood. Goals are ideals which the community aspires to attain, while objectives are more concrete results that in the short and long-terms can be attained. These objectives are based upon the "Needed Improvements" noted under each category of the preceding section. This section is most important, as it forms the framework from which specific action plans and recommendations are drawn.

##### I. COMMERCIAL

###### Goals

###### Goal A

To provide more businesses oriented to neighborhood needs, returning the Shelby Street commercial area to the useful service it traditionally had served.

###### Goal B

To increase the economic vitality of commercial areas by developing public/private sector incentives for business growth and development.

###### Goal C

To halt both the physical and business deterioration on Madison Avenue by developing a strategy to market the heavily-travelled commercial corridor by neighborhood, business and City Agency concerns.

###### Objectives

- Rehabilitate existing sound structures with sensitive regard for architectural integrity.
- Strongly discourage residential conversion to business use.
- Strongly encourage private property maintenance and enhancement by private property owners.
- Unify and better identify parking areas to serve commercial uses (increasing accessibility and improving parking lot design).

- Redevelop streetscape and pedestrian elements (improvement of landscaping, signage, sidewalks) to enhance commercial viability.
- Provide strict code and zoning enforcement regarding signs and parking.
- Strongly oppose the continued operation of adult entertainment/bookstore operations in the area.
- Work with the police department and private business owners to provide improved security along those commercial areas of the neighborhood where crime is perceived as a problem. Businesses would be encouraged to evaluate their establishments and assist in making needed improvements.
- Provide proper pedestrian access to commercial facilities through sidewalks and curbs.
- Create a joint public/private maintenance program to improve the physical aspects of both Shelby Street and Madison Avenue (i.e., public area joint maintenance by the City, merchants association and property owners).
- Provide proper zoning districts which would promote desirable commercial development, yet be sensitive to the long-term land use goals of the neighborhood.

## II. RESIDENTIAL

### Goals

#### Goal A

To maintain and enhance the housing stock of the Garfield Park-Pleasant Run neighborhood, preserving not only the architectural qualities of the homes, but the integrity of the population which reside there as well.

#### Goal B

To create new areas of housing on undeveloped land to bring new families into the neighborhood, providing a larger population base for commercial establishments and more diverse housing opportunities.

### Objectives

- Encourage residents to maintain homes, reinforcing their sense of pride in the neighborhood.
- Seek appropriate funding sources to assist elderly and/or low-income residents to perform needed home rehabilitation and maintenance. Work to develop a locally-based paint-up/fix-up program, possibly through a not-for-profit development corporation.
- Refine the zoning districts in the neighborhood to better define residential uses from one another, as well as from commercial and industrial uses.
- Promote and assist in enforcing active code enforcement throughout the area.

- Infill housing on vacant parcels.
- Strongly oppose any residential conversion to commercial use on non-commercial streets.
- Carefully monitor and attempt to limit the number of single-family homes being converted to multi-family use. Work to ensure that those homes which can be appropriately converted follow all code regulations and obtain necessary zoning/variance clearance.
- Work to ensure that a desirable mix of residential population (age, family type, income and race) is maintained or enhanced.
- Provide better identification of dead-end streets along the I-65 (eastern) edge of the neighborhood.

### III. TRANSPORTATION

#### Goal

Provide a safe, efficient and coherent transportation system, both vehicular and pedestrian, which serves the entire neighborhood.

#### Objectives

- Provide new sidewalks and curbs where needed.
- Repair and replace sidewalks and curbs which are in poor condition, following a priority schedule.
- Preserve unique aspects of the street/transportation system where possible (brick street, brick gutters, limestone curbs, street names in sidewalks).
- Provide better maintenance/repair or replacement of the bridges in Garfield Park.
- Widen Raymond Street in order to ease traffic congestion and alleviate transportation safety problems, taking into account the special needs of pedestrians near Garfield Park via crosswalks, signals, etc.

### IV. PUBLIC SAFETY

#### Goal

To maintain a physically and perceptually safe and secure neighborhood environment which will aid in the growth and development of all aspects of the Garfield Park-Pleasant Run area.

#### Objectives

- Work to eliminate or relocate those commercial uses which foster either transient or undesirable elements.
- Promote and increase the level of neighborhood involvement in the City's Crime Watch Program, stressing its important role in crime deterrence, protection and information.
- Maintain and work to strengthen the current level of fire protection to the area.

- Develop business-to-business cooperation regarding security and enhancement.

## V. APPEARANCE

### Goals

#### Goal A

To increase the business and neighborhood resident involvement in strengthening the physical aspects of Garfield Park/Pleasant Run.

#### Goal B

To enhance the image of Shelby Street as a viable commercial/neighborhood center--one which stresses aesthetic improvements and sensitive urban design in renovation and new construction.

#### Goal C

To maintain and highlight the physical assets of Garfield Park-Pleasant Run.

### Objectives

- Encourage and promote resident pride in the neighborhood and their property.
- Ensure proper maintenance of Park Department property along Pleasant Run.
- Implement a program to assist property owners in proper landscaping of their properties, providing technical assistance to accomplish this.
- Maintain the tree-lined streets and parkways, specifically the removal and replacement of diseased/dead trees with quality street trees.
- Eliminate illegal outdoor storage of vehicles, building materials and trash through active code enforcement and neighborhood organization monitoring.

## VI. PUBLIC/INSTITUTIONAL

### Goals

#### Goal A

To better integrate parks and related public recreational facilities into the overall neighborhood by upgrading existing park facilities and increasing accessibility of public recreation areas for all neighborhood residents.



## Goal B

To provide safe and secure park and recreational areas which can be enjoyed by all age groups.

### Objectives

- Work to reduce vandalism and crime in the parks through:
  1. Better police surveillance
  2. Better park maintenance and supervision
  3. Increased community involvement in improving park facilities
- Improve facilities at Garfield Park (see page 53) as noted in the Parks Department's Needs Assessment Report.
- Develop a joint effort between the Garfield Park Tennis Club, other interested community groups and the Department of Parks and Recreation to provide better maintenance of areas along Pleasant Run and Pleasant Run Parkway.

(PUBLIC/SEMI-PUBLIC USES)

### Goals

## Goal A

To maintain and improve the level of education, both in public and private schools, by stressing parent participation in educational programs.

## Goal B

To better integrate the many fine church and church-related uses into the neighborhood through:

1. Proper zoning of uses
2. Enhanced or better marked parking
3. More active involvement of all churches in community improvements

### Objectives

- Rezone churches and public uses (fire station, library) to the proper "Special Use" designation to match their current use to the appropriate zoning.
- Develop an ongoing, cooperative effort between neighborhood groups and churches to ease the parking congestion found near some churches in the neighborhood.
- Maintain the current schools which service the neighborhood as a vital part of its overall health.
- Encourage the neighborhood, its schools and the school system to develop more active neighborhood, parent/teacher/school cooperation regarding programs.

## VII. INDUSTRIAL

### Goals

#### Goal A

To attract quality light and general industrial use to those areas which will not conflict with residential or commercial aspects of the neighborhood, providing a strong local employment base.

#### Goal B

To remove industrial uses from areas where such uses are in conflict with residential development, both single and multi-family, redeveloping this land for residential use.

### Objectives

- Develop industrial buffering and grounds landscaping to provide transistions between this use and residential or commercial uses.

## VIII. ZONING

### Goals

#### Goal A

To provide a coherent development of the area which stresses proper zoning classifications to foster commercial growth, yet protect and support the important residential aspects of the neighborhood.

#### Goal B

- Revamp zoning districts to address current use and conflicts with anticipated future development.

### Objectives

- Develop a zoning plan which works to properly zone existing and potential development and discourages incompatible use or improperly zoned areas where variances are necessary.
- Implement proper zoning which provides proper definition/separation of residential, commercial and industrial uses. Such zoning would encourage proper redevelopment (following the plan) while discouraging inappropriate uses.

## SECTION TWO

### SPECIFIC RECOMMENDATIONS/ACTIONS

#### INTRODUCTION

Section Two of Part Two details a list of eighteen neighborhood-wide recommendations which provide a general scheme for needed improvement. These recommendations are based upon existing conditions found in the neighborhood and the needed improvements and stated goals and objectives outlined in previous sections of this report. This section presents the basic framework used in developing the specific recommendations for each aspect of the neighborhood - both the physical and programmatic improvements needed.

#### I. RECOMMENDATIONS

##### A. NEIGHBORHOOD-WIDE (Commercial, Residential, Public/Parks and Industrial)

The following recommendations address problems identified earlier in this report, suggesting actions to improve the short-term physical needs of the Garfield Park/Pleasant Run area, as well as long-term improvements that the neighborhood residents, community groups, businessmen and the City should strive to attain.

1. Discourage commercial encroachment into surrounding residential areas, specifically along Shelby Street and Madison Avenue by providing a land use division, proper zoning and physical buffering between the uses.
2. Limit access points onto Madison Avenue and Shelby Street to allow more efficient traffic flow and fewer vehicular conflicts. Duplicative or underutilized curb cuts should be eliminated in order to provide a more coherent streetscape and better pedestrian travel. Fewer curb cuts would also better channel traffic into more desirable business access points (parking lots).
3. Develop a sidewalk repair/construction program in conjunction with the Department of Transportation to address the aging sidewalk system in the older areas of the neighborhood, as well as provide sidewalks to link important pedestrian routes.
4. Develop a more coordinated and coherent off-street parking system for both existing and proposed uses along commercial areas of Shelby Street. Parking needs should be worked into each new development with careful attention to surrounding parking situations.

Unification and lot re-design can increase current parking lot function. Cooperation between private businesses is the key for this situation.

5. Clearly re-define the zoning districts of the neighborhood to assist in the definition and separation of uses within the Garfield Park/Pleasant Run neighborhood. Properly zoning areas over time would encourage the development of the neighborhood, assisting existing appropriate uses to upgrade or expand in the neighborhood, and discouraging uses inappropriate for the area.
6. Increase police visibility and interaction with the neighborhood organizations and businessmen to lessen both the perception and reality of crime along Shelby Street and in Garfield Park.
7. Develop active crime watch areas to assist the police and community. As a whole, make the neighborhood aware of how to take precautions against crime. The area of particular concern is south of Garfield Park.
8. Renovate commercial structures along Shelby Street. A major problem identified in the neighborhood is the deterioration beginning to be seen in the Shelby Street commercial area. Businesses and property owners must take the initiative to look at their own investments and how they can upgrade the current condition of their investment. Following the recommendations of the plan, neighborhood groups, business groups and the city should work to implement the changes needed to make this important neighborhood-serving commercial area become a competitive, aesthetically marketable business area. Without property-owner initiative, this goal of the neighborhood and business owners will not be possible.
9. Carefully monitor and limit the conversion of single-family homes for multi-family use. Work to insure that those homes which can be appropriately converted follow all code regulations and obtain necessary zoning/variance clearance.
10. As a part of the revised Tax Abatement Program for the City of Indianapolis, which allows recommendations on tax abatement policies for neighborhood and corridor plans, specific terms of abatement be recommended for the Garfield Park/Pleasant Run neighborhood as a way to stimulate investment in areas currently not enjoying revitalization (see IV. Recommended Tax Abatement Policies for the Garfield Park/Pleasant Run Neighborhood Plan).

11. Seek appropriate funding sources to assist elderly and/or low-income residents to perform needed home rehabilitation and maintenance. Work to develop a locally-based paint-up/fix-up program through the churches and community organizations. The Garfield Park Tennis Club, area churches, the Division of Economic and Housing Development and Fountain Square and Fletcher Place Investment Corporation should each play active roles in developing programs to assist in implementing this recommendation.
12. Promote active code enforcement throughout all areas of Garfield Park/Pleasant Run.
13. Work with the existing architecture of homes and businesses whenever possible to preserve the unique heritage and buildings of the Garfield Park/Pleasant Run area.
14. Develop a joint effort between the Garfield Park Tennis Club, other interested groups and the Department of Parks and Recreation to provide better maintenance of areas along Pleasant Run and Pleasant Run Parkway, as well as Garfield Park.
15. Maintain the current schools which serve the neighborhood as a vital part of the overall health of the neighborhood. Continue the work of the Southside Advisory Taskforce in improving and strengthening Manual High School .
16. Work with IPS to identify and locate a suitable use in the School #35 building. A community facility, office or residential (apartment) use are recommended adaptive re-uses. The structure should not be removed.
17. Work with the Department of Parks and Recreation to upgrade Garfield Park by addressing the following needs:

Deficiencies: From Department of Parks and Recreation

A. Conservatory/Greenhouses

1. The three greenhouses need to be renovated.
2. The quonset storage hut is very unsightly.

B. Sunken Gardens

1. Fountains need caulking and crack repair.
2. Brick walks and benches will eventually need to be re-mortared or replaced.

C. Parking Areas

1. Unpaved lots along roads and next to center need paving.
2. Some paved lots (such as the swimming pool lot) need resurfacing.
3. Some paved lots need to be striped.

D. Recreation Center

1. Total renovation needed--facility should also be made energy efficient and handicapped accessible.

E. Amphitheatre

1. Renovation of roof, restrooms and offices needed.
2. Lighting and sound system need to be upgraded.

F. Swimming Pool

1. Fix water leaks.
2. New bathhouse is needed.
3. Wheelchair lift should be added.

G. Softball Diamonds

1. Lighting should be upgraded.
2. Players benches and baseline fencing is needed.
3. Concession/restroom building needed.

H. Bridges

1. Bridge near East Street is sinking.
2. New limestone bridge near the pool should be repaired (was damaged by a vehicle).
3. Bridge on south side of park needs renovation.
4. Wood pedestrian bridge near gardens needs attention.

I. Park General

1. Fire pit near amphitheatre needs to be removed or rebuilt.
2. Stairways in pagoda need to be secured against access.
3. Shelter near RR tracks and Southern Avenue needs new roof.
4. Park needs jogging/fitness trail.
5. Brick columns along Southern Avenue need to be repaired.
6. Curbing and drainage improvement is needed in several locations.
7. Restrooms for public use needed.

18. Work with the Department of Parks and Recreation, Garfield Park Tennis Club, Fountain Square and Fletcher Place Investment Corporation and Southside Advisory Taskforce to develop and work to implement a master plan for Garfield Park. The plan should address the need for A) bridge reconstruction (see "Transportation"), B) a new or upgraded community center, C) access control in portions of the park.



## B. TRANSPORTATION

### 1. Streets/Bridges

The following streets should receive the improvements noted below. These streets are identified as being in poor condition, or creating specific accessibility or traffic problems (see map 21).

<u>Street</u>	<u>Location</u>	<u>Improvements</u>
Raymond Street	East Street to I-65	Widen Street per IDOH and DOT (see Appendix F). Ensure in design that sidewalks are installed on <u>both</u> sides of the street. Heavy landscaping should be included to lessen the visual and physical impact on sensitive areas such as Garfield Park. Pedestrian crosswalks (possibly bridge) should be included to provide for pedestrian and park user safety.

The Raymond Street widening project is essential in order to correct the serious traffic, safety and accessibility problems which exist along this stretch of the thoroughfare. Traffic projections made by the Transportation Planning Staff of the Division of Planning indicate that traffic is predicted to increase by 43% on the roadway by the year 2005 (see "Transportation"). While the project will greatly alleviate many serious traffic problems, the expansion of the thoroughfare will impact upon the surrounding neighborhood. Increased noise, traffic and pedestrian access problems will accompany the project. In addition, several homes will have to be removed as well as a strip of Garfield Park for the project. The benefits to the neighborhood and the entire city must be taken into consideration in seeing that the project is completed, however, additional steps should be taken to ensure that those areas flanking the thoroughfare do not suffer deterioration as can occur when a project such as this cuts through an older residential area.

The following recommendations are made to address ways to assist the area near the thoroughfare:

- A. Heavy landscaping and buffering along the ROW to lessen the noise and visual impact. This is especially important along Garfield Park and Pleasant Run.

- B. Carry infrastructure improvements into the immediate areas surrounding the thoroughfares. Street resurfacing and new curbs/sidewalks for one to two blocks north/south of Raymond Street will improve the condition of these areas and act to tie neighborhood and project together.
- C. Provide pedestrian crosswalks at several points along Raymond Street to ensure that pedestrians can cross the street in safety. Specific areas are: A) Garfield Park; b) Shelby Street. These crosswalks should be signaled, and the potential for a pedestrian bridge near Garfield Park should be considered.
- D. Paint-up/fix-up programs should be encouraged, promoted or developed for the neighborhoods north/south of Raymond Street. This program would improve the area as well as counter the public perception that the area is not going to be maintained due to the impact of the roadway project.

<u>Street</u>	<u>Location</u>	<u>Improvements</u>
Tabor	South Garfield Drive to Shelby Street	Resurface street (two blocks) in conjunction with sidewalk replacement (see 2. <u>Sidewalks</u> )
Hervey	South Garfield Drive east to Shelby Street	Resurface street (2 blocks)
Bradbury	South Garfield Drive east to Shelby Street	Resurface street (2 blocks)
Shelby	Raymond Street south to Troy Avenue	Resurface street (16 blocks); restrict on-street parking in congested areas (Shelby and Southern, etc. [see general recommendations])
Gimber	Stanley Avenue east to Allen Avenue	Resurface street (1 block)
Hoefgen	Pleasant Run Pkwy. S. Dr. east to Madison Avenue	Resurface street (3 blocks)
East (see "Side- walks")	At intersections with Southern and Troy Avenues	Provide turn lanes and improve intersections to better accomodate access onto and off the street

Madison Ave.	Southern Avenue south to one block south of Stanley Avenue	Resurface and adjust current right-of-way pavement width to remove narrowing of lanes (especially on the east side of the street)
--------------	---	---

Most street sections listed are one to three blocks long and should be resurfaced within the next three years to correct poor pavement conditions. Shelby Street, although a major undertaking, should be considered for repaving due to its current condition as well as its current traffic volume. Traffic is projected to increase 23% on the roadway by the year 2005. Street improvements now could assist this street in better accomodating current and future usage (see "Transportation").

The following two bridges in Garfield Park have been identified as needing immediate replacement/renovation:

<u>Bridge</u>	<u>Location</u>	<u>Improvements</u>
"Sinking Bridge also known as the East Street Bridge in Garfield Park.	"Just south of Pleasant Run Pkwy. N. Dr. and east of Conrail rail- road.	Remove existing bridge, construct new bridge that aestheti- cally blends into surrounding park elements.
Bridge over Bean Creek on Conservatory Drive in Garfield Drive	Between Gar- field Park Center Drive and Garfield Park Drive on Conservatory Drive	Repair or replace current structure, working with neigh- borhood and Parks Department to ensure that repair/replace- ment is in keeping with architectural design of the park.

The Department of Transportation is responsible for the maintenance of these bridges. It is recommended that the Department of Parks and Recreation, Department of Transportation, Department of Metropolitan Development and neighborhood organizations work together on the proposed Garfield Park master planning process to ensure that these bridges are properly replaced or repaired.

In addition to the two bridges listed above, the DPR must also work to repair the bridge over Bean Creek on Garfield Park Center Drive. The DPR is responsible for the repairs needed for this bridge.

## 2. Sidewalks

The following streets lack accompanying sidewalks hindering pedestrian access and increasing the potential of vehicle/pedestrian accidents. Sidewalks should be installed, or in some instances replaced, in the following locations based upon the priority schedule below (see map 21).

Priority I: Short-term action needed (within five years) to ensure pedestrian safety and increase accessibility to major traffic generators in the neighborhood.

Priority II: Long-term action needed in order to provide a basic pedestrian system for the neighborhood (by 2005).

It is recommended that the Garfield Park Tennis Club and other neighborhood groups work to have at least four blocks (one block equals only one side of the street) of sidewalks installed or replaced per year. In this way, the schedule listed below can be implemented over a long-term period (20-25 years).

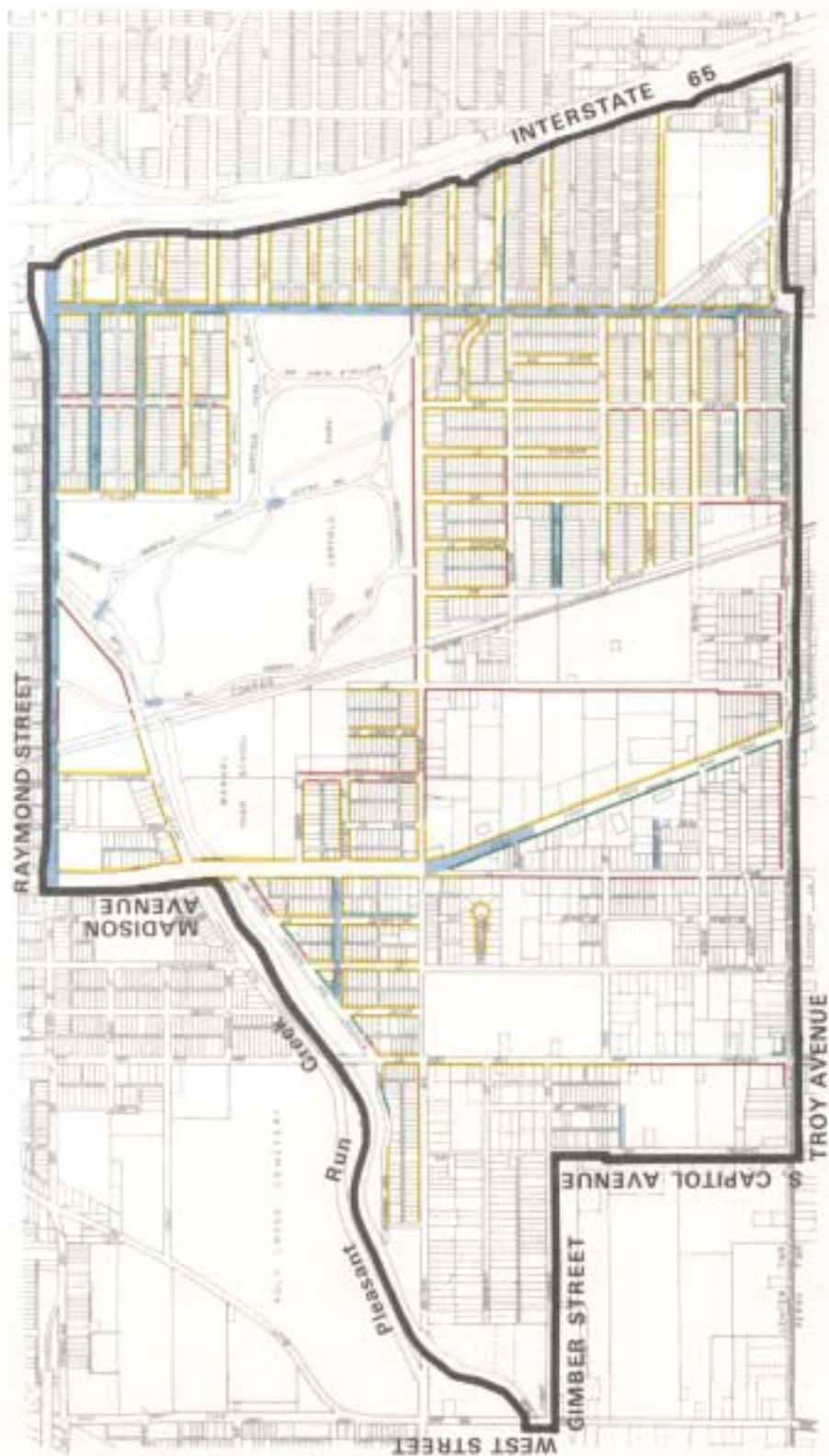
The table below lists specific needed sidewalk improvements. The approximate number of blocks, priority, and exact locations are given. The Garfield Park Tennis Club, Southside Advisory Task Force, the Fountain Square and Fletcher Place Investment Corporation, the Department of Transportation and the Department of Metropolitan Development should all be involved in implementation:

TABLE E  
SIDEWALK RECOMMENDATIONS

<u>Street</u>	<u>Location (From-To)</u>	<u>Side of Street</u>	<u># Blocks (Sides)</u>	<u>Priority</u>	<u>Replace/ New</u>
Raymond Street	Madison Ave. to I-65	Both	12 (Approx.)	I	R*
Tabor Street	South Garfield Dr. east to Shelby Street	Both	4	I	R
Hervey Street	S. Garfield Dr. east to Shelby St.	Both	4	II	R
Bradbury Street	S. Garfield Dr. east to Shelby St.	Both	4	II	R

<u>Street</u>	<u>Location (From-To)</u>	<u>Side of Street</u>	<u># Blocks (Sides)</u>	<u>Priority</u>	<u>Replace/ New</u>
Ringgold	Raymond St. South to E. Garfield Dr	Both	8	I	R,N
Shelby Street	Bradbury to East Garfield Drive	West	1	I	R
Nelson Avenue	Shelby St. East Approx. 2 blocks	South	2	II	R
Nelson Avenue	Stanley Av. East to alley east of Napoleon Street	North	3 1/2	I	N
Manker Avenue	Yoke St. south to Troy Avenue	West	4	I	N
Albany Street	Allen east to Manker Avenue	North	1	II	R
Allen Avenue	Berwyn south to Troy Avenue	West	1	II	N
South East St.	Southern south to Troy Avenue	West	8	I	N
Troy Avenue	Madison Av. east to Shelby Street	North	5	I	R,N
Madison Avenue	Southern Av. SE to Troy Avenue	West	7 (approx.)	II	R
Southern Avenue	Webb St. east to East Street	South	3	I	N
Southern Avenue	East St. east to Shelby St. (along park)	North	7	I	N
Ransdell Street	Mason Street south to Southern Ave.	Both	2	II	N
Delaware Street	Hoefgen Street south to Southern Ave.	East	1	II	R

Hoefgen Street	Pennsylvania Street east to Brill Street	North	1 1/2	II	R
Pleasant Run Pkw., S. Dr.	Meridian Street northeast to Madison Avenue	South	4	II	N/R



## GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN

### MAP 21 / SIDE WALK / STREET SYSTEM IMPROVEMENTS

- Sidewalks In Good Condition
- Repair Of Existing Sidewalks
- New Sidewalks
- — Streets To Be Resurfaced / Improved



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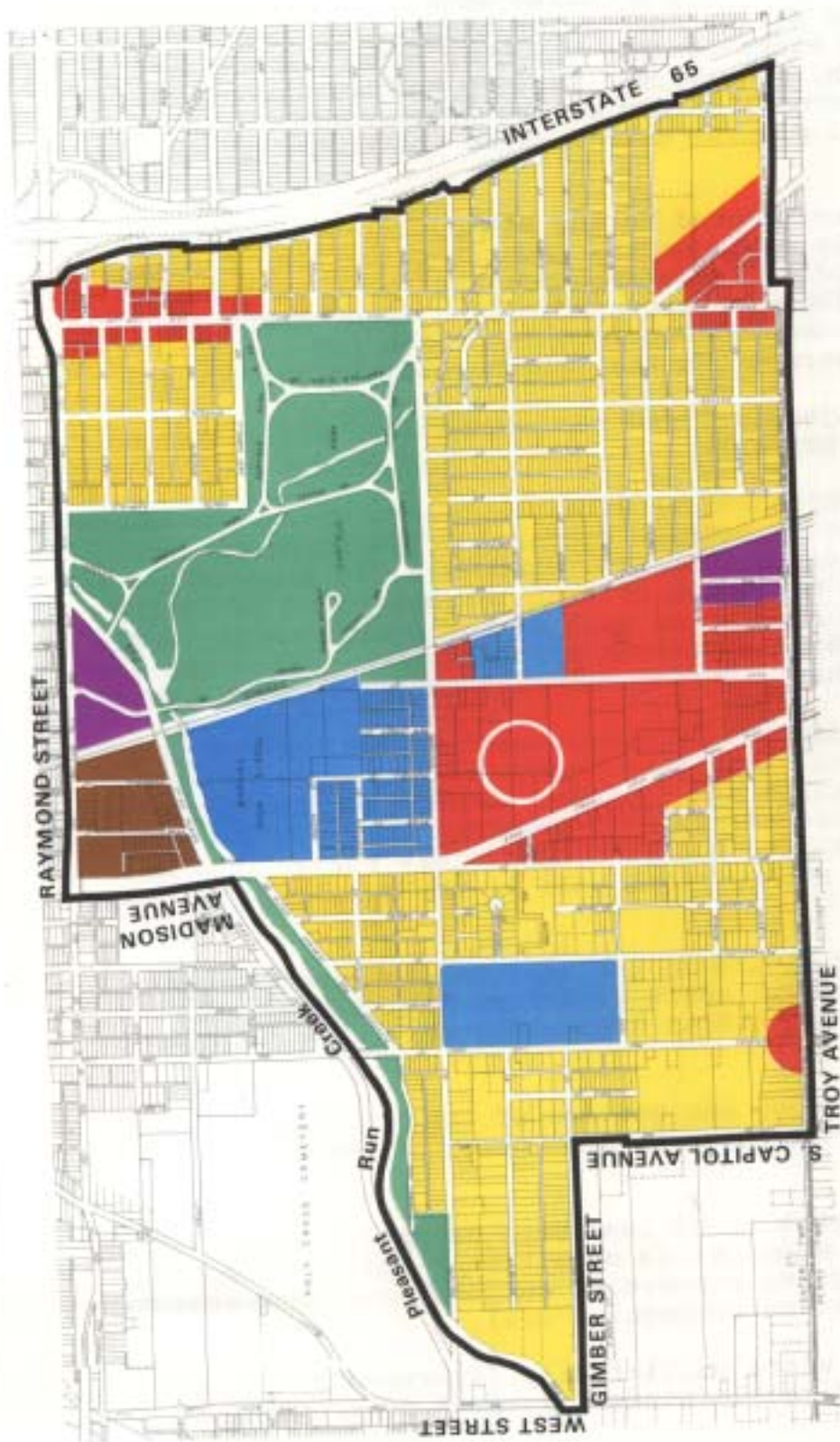
## II. Land Use Plan

The land use plan for the Garfield Park/Pleasant Run Neighborhood Plan constitutes refinement and detailed update of the Comprehensive Land Use Plan for Marion County for this area. The land use plan for the Garfield Park/Pleasant Run area notes variations from the Comprehensive Plan, addressing specific neighborhood-level concerns. The more general nature of the Comprehensive Plan does not allow the level of precise detail which the neighborhood plan provides.

The Land Use Plan, when adopted by the Metropolitan Development Commission, essentially replaces the Comprehensive Plan for this particular neighborhood. The recommendations shown on the Land Use Plan acknowledge the existing appropriate development in the neighborhood and recommend the optimum land uses and their location, which will strengthen the neighborhood in the future.

The following major objectives and recommendations are addressed in the Land Use Plan (Map 23).

1. Sets forth a comprehensive land use policy which promotes stronger boundaries between commercial, residential and "special" uses (i.e. churches, schools). The plan acknowledges the current mixed-use of such thoroughfares as Shelby Street and Troy Avenue, as well as the predominantly residential areas which border or surround them. Each use is delineated so that a strong boundary exists between uses.
2. Identifies and denotes "special uses" in the Garfield Park/Pleasant Run area, (churches, schools, libraries, fire station, etc.) which are important assets to the community. The current Comprehensive Plan does not identify all of these uses. The land use plan reinforces their location and land use as an important part of the neighborhood (maps 22 and 23).
3. Denotes residential use as the appropriate (and current) land use for the area south of Manual High School (the current Comprehensive Plan designates this area as "special use").
4. Corrects the improper designation of the northwest corner of Garfield Park to park use from general industrial (maps 22 and 23).
5. Identifies the location of land uses on Shelby Street which reflects current appropriate conditions, while attempting to discourage further commercial encroachment (conversions of residential use to commercial use).
6. Identifies areas where multi-family (apartment) uses are appropriate and directs future apartment development to those areas.

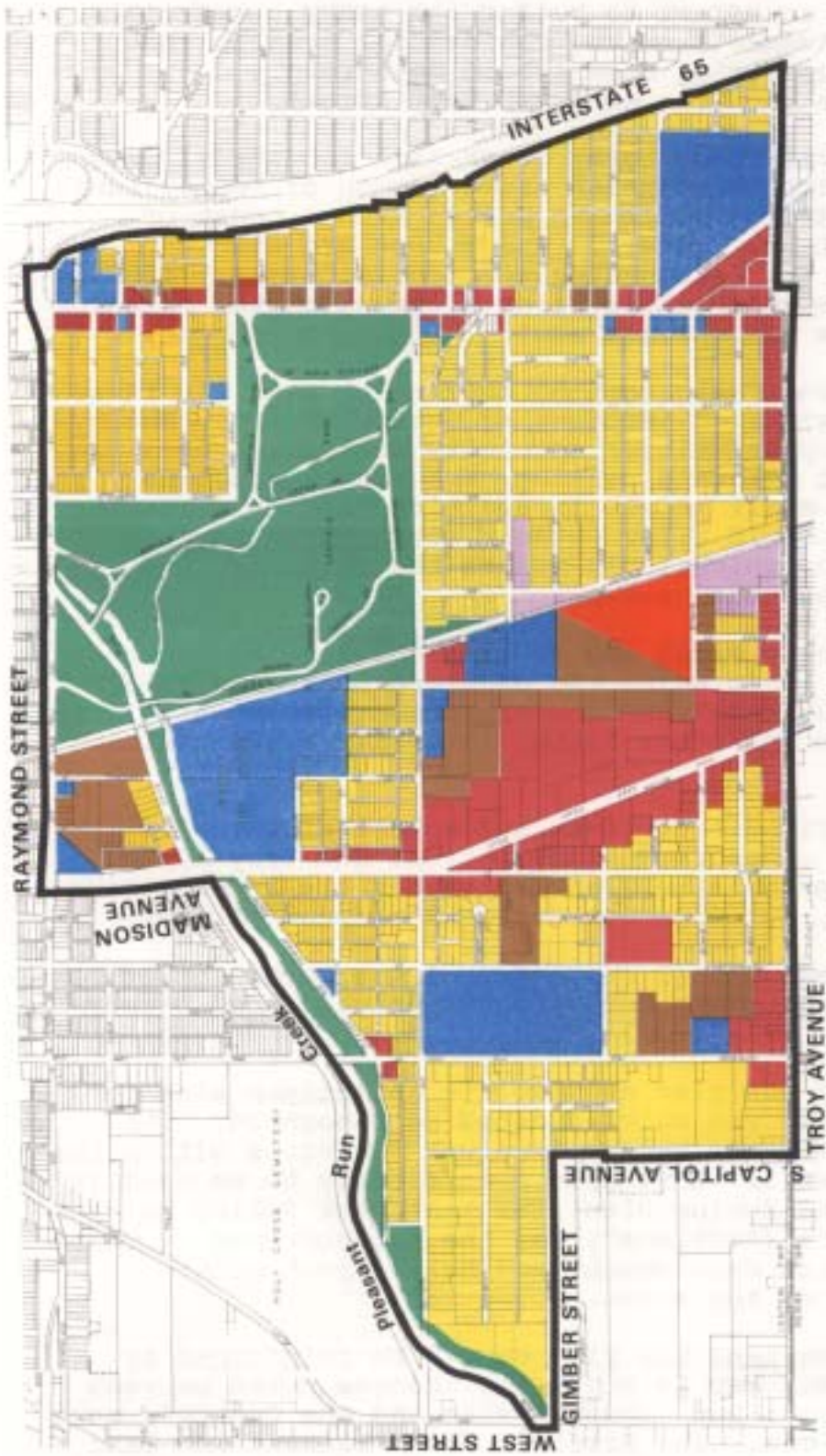


**GARFIELD PARK/PLEASANT RUN NEIGHBORHOOD PLAN**  
**MAP 22 / COMPREHENSIVE PLAN**

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# GARFIELD PARK/PLEASANT RUN NEIGHBORHOOD PLAN

MAP 23 / LAND USE PLAN

- |                               |                         |
|-------------------------------|-------------------------|
| <b>RESIDENTIAL</b>            | <b>SPECIAL USE</b>      |
| Low Density 2-5 D.U./Acre     | Public/Semi-Public      |
| Medium Density 5-15 D.U./Acre | INDUSTRIAL              |
| <b>COMMERCIAL</b>             | Light                   |
| Office                        | <b>PARKS/OPEN SPACE</b> |
| Retail/Auto Related           |                         |



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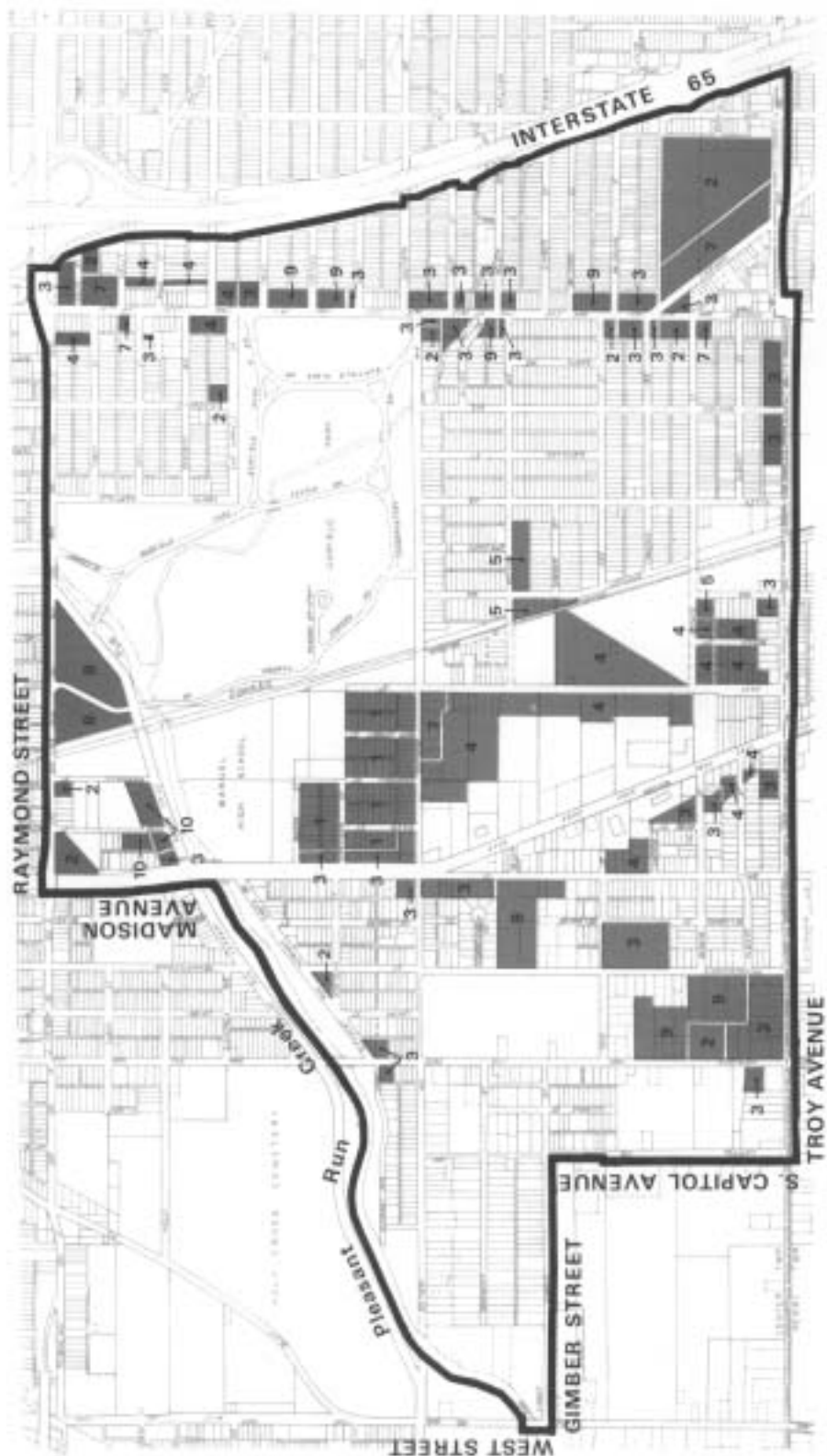
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7. Maintains South East Street as an apartment/office/special use corridor in an effort to buffer the heavy commercial use of Madison Avenue from the residential area to the east. Retail commercial uses should be strongly discouraged from locating on South East Street.
8. Recommends removal (long term) of certain industrial uses which intrude into residential areas (south of Pennsylvania Court, east of Shelby Street on Nelson Avenue, east of Bluff Road on Gimber Street). These uses are not compatible with the surrounding residential areas. If and when such uses move or close, redevelopment of the site for housing would be the optimum use.
9. Strongly recommends neighborhood commercial uses for those commercially designated sections of Shelby Street. Shelby Street cannot support higher intensity commercial uses due to: A.) Lack of adequate parking; B.) access problems associated with small lots. In addition, higher intensity commercial uses could allow outdoor storage and certain repair operations which would weaken the value of surrounding residential areas.
10. Directs commuter-oriented and regional commercial use to Madison Avenue. This major thoroughfare functions as a "commuter thoroughfare" and therefore can accommodate large shopping centers and other higher-intensity commercial uses.
11. More clearly defines the nature and extent of the commercial node at South Meridian Street and Troy Avenue. The current Comprehensive Plan designates the intersection as "commercial", but does not define its specific uses.
12. Maintains the residential character of the Garfield Park/Pleasant Run area by not noting inner-neighborhood commercial uses.

Map 23 details the land use plan and depicts an optimum plan for the strongly residential, yet multi-faceted neighborhood. The plan should act as a guide to better land use decisions within the area. The Land Use Plan is developed specifically to be used in tandem with the proposed Zoning Plan, Tax Abatement Policy Map and recommended improvements ("actions") for the neighborhood. These plans together coordinate development and help direct growth by reinforcing the assets of the areas.

Decisions made using the Land Use Plan should be reinforced by proper zoning decisions. Map 24 shows the changes noted between the Garfield Park/Pleasant Run Land Use Plan and the County's more general Comprehensive Plan. The Garfield Park/Pleasant Run Land Use Plan should be utilized as a more detailed, accurate land use policy for the neighborhood.



**GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN**  
**MAP 24 / LAND USE CHANGES**

FROM	TO	FROM	TO
1. Special Use	Residential	6. Commercial	Special Use
2. Residential	Special Use	7. Industrial	Park
3. Residential	Commercial	8. Low Density Residential	High Density Residential
4. Commercial	Residential	9. High Density Residential	Low Density Residential
5. Residential	Industrial		

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### III. Proposed Zoning Plan

Earlier sections of the plan have examined current land use and zoning conflicts in the neighborhood. The facts gathered from this examination, the goals and objectives prepared, as well as a detailed land use plan have been used to develop a zoning plan for the Garfield Park/Pleasant Run Neighborhood. The plan blends development objectives, land use planning, and zoning districts into three interrelated segments of an overall development scheme. Proposed land use schemes, as well as the need to eliminate zoning/land use conflicts, have been followed in recommending the general zoning changes. The proposed zoning plan and zoning change maps identify these recommendations (Maps 25 and 26).

#### Proposed Zoning Plan

The Garfield Park/Pleasant Run Neighborhood zoning plan is designed to accomplish the following:

##### Goal

To properly match land use proposals and decisions with appropriate zoning classifications.

##### Objectives

1. Correctly zone properties whose use, although appropriate for the neighborhood, is not matched by an appropriate zoning classification.
2. Rezone certain commercial areas to a lower classification to better support the most appropriate intensity of uses in the neighborhood. In addition, downzone residential areas which currently are commercially zoned.
3. Rezone portions of the area where present zoning classifications are outdated and/or inappropriate.

##### Objective 1:

The strongest and most important recommendation is to properly zone appropriate uses in the neighborhood which currently function with an inappropriate zoning classification. Several of the largest areas recommended for rezoning fall into this category. These uses presently are hindered in their current and future expansion plans because a variance must be obtained for almost any improvement desired. Three types of uses share this problem:

- A. Commercial uses zoned residentially.
- B. Multi-family residential complexes zoned commercially or for single-family residential use.

- A. Commercial uses zoned residentially.
- B. Multi-family residential complexes zoned commercially or for single-family residential use.
- C. Public/semi-public uses (special uses) zoned residentially or industrially.

Map 25 displays the sites recommended for rezoning which fall into those categories. The table, beginning on page 98, lists the specific properties involved in each case. Such zoning changes would unify use with zoning, simplifying and assisting proper future developments of these uses. Examples of uses affected by this recommendation include:

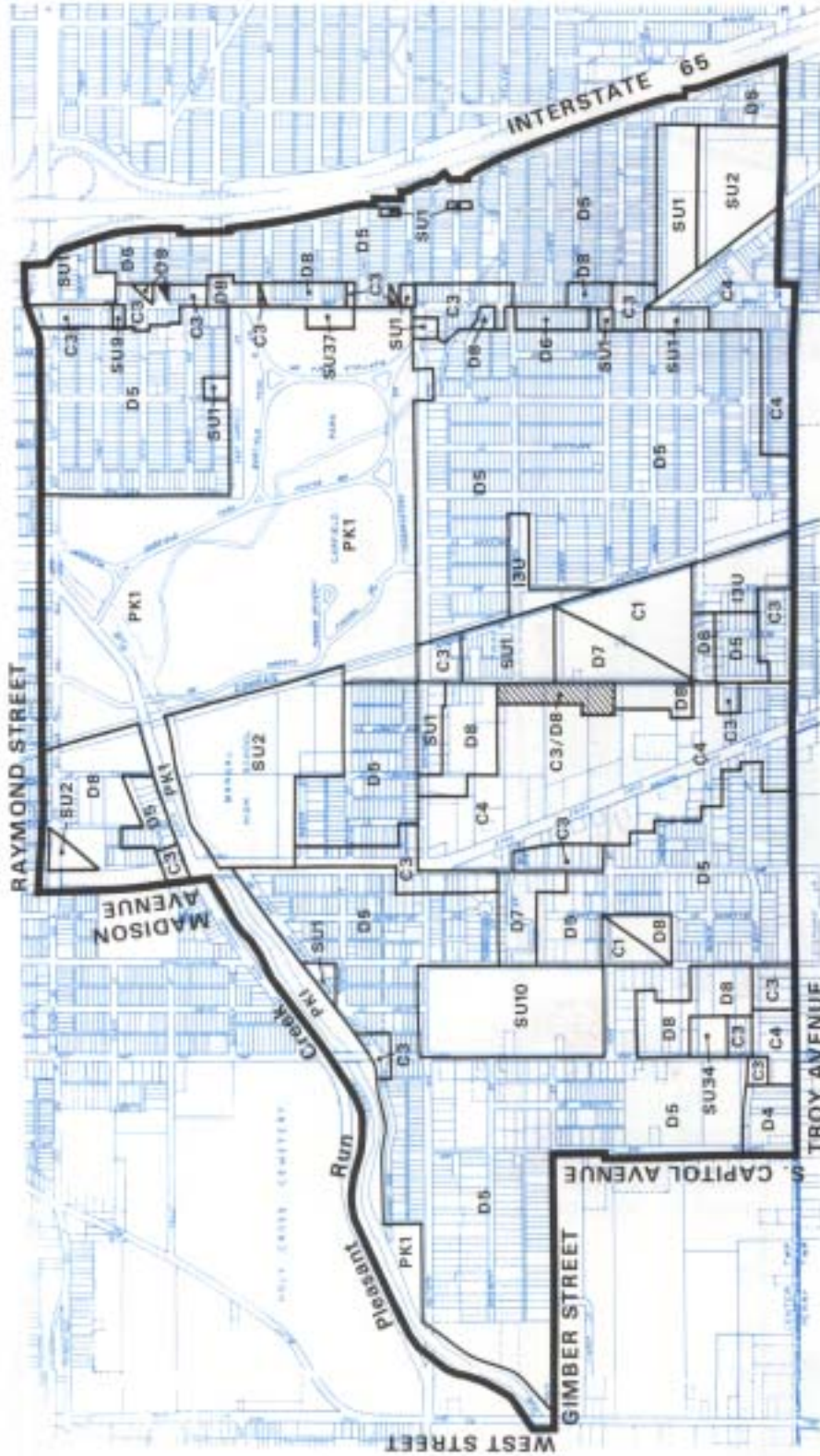
- A. Manual High School (SU2 from D5)  
2405 Madison Avenue
- B. St. Catherine of Sienna (SU1 from C2)  
Roman Catholic Church  
2245 Shelby Street
- C. Library (SU37 from PK1)  
2502 Shelby Street
- D. Apartments (D8 from D5)  
2859 S. Meridian St.
- E. School #71 (Emma Donna) (SU2 from D5)  
1202 East Troy Avenue
- F. Garfield Heights Church (SU1 from C5)  
of Christ  
2842 Shelby Street
- G. Fire Station #29 (SU9 from C2)  
2302 Shelby Street

## Objective 2:

A second series of recommendations, regarding rezoning certain segments of the neighborhood to a less intense classification of the same zoning district, is presented here. The properties, largely commercial on Madison Avenue, largely residential on Shelby Street, are presently zoned at too intense a classification for the use on the site. More important than the current use consideration is the fact that these classifications allow for uses inappropriate for the corridor as well as too dense a level of development. The following examples illustrate some of the properties recommended for rezoning in this category:

- A. Apartments (D8 from C2)  
2325 Shelby Street
- B. Apartments in (D8 from C1)  
2400 Block of Shelby St.





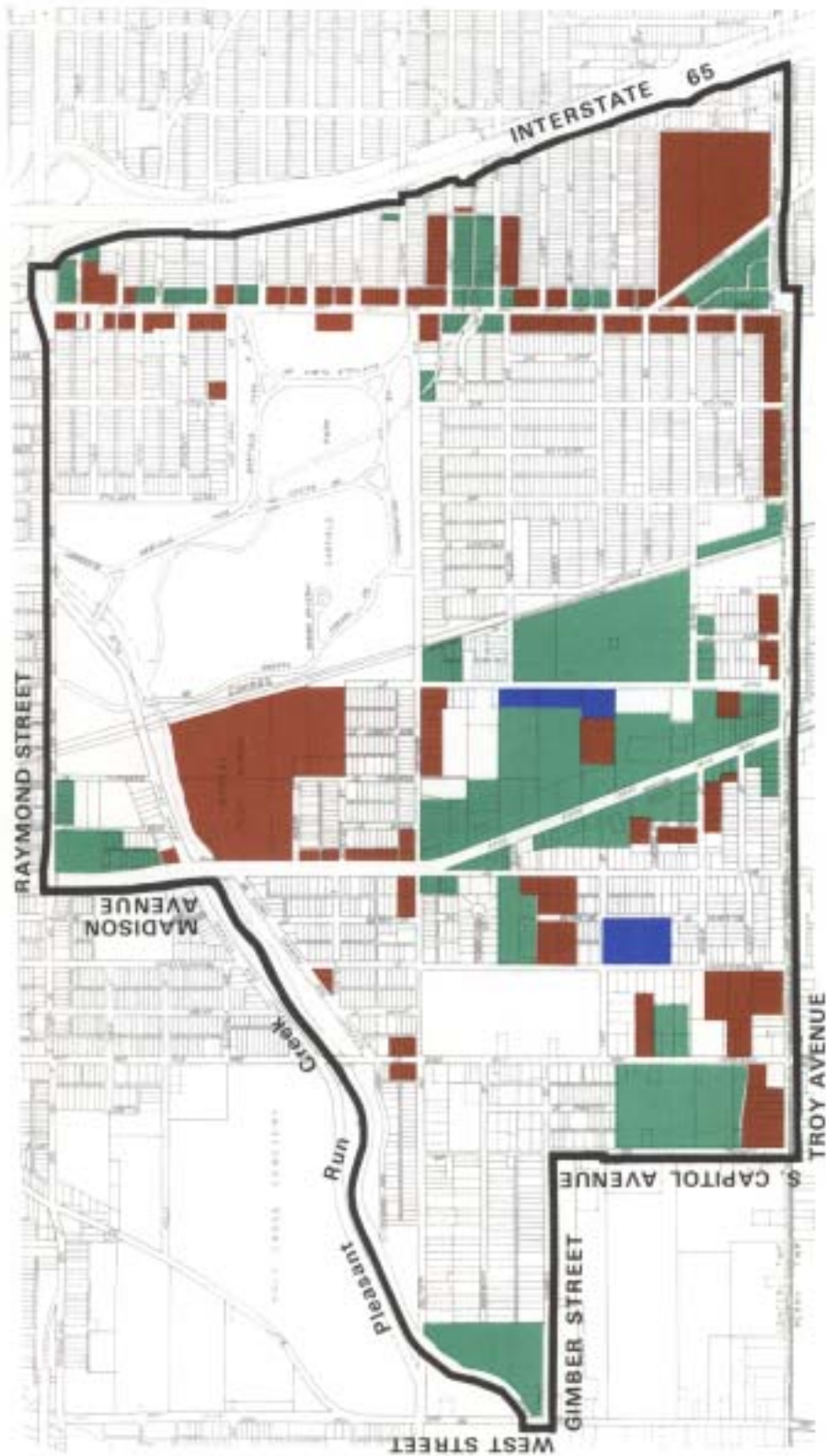
**GARFIELD PARK PLEASANT RUN NEIGHBORHOOD PLAN**  
**MAP 25 / PROPOSED ZONING PLAN**

RESIDENTIAL DISTRICTS	SPECIAL USE DISTRICTS	INDUSTRIAL
D4, D5, D6, D8	SU1 Churches	I3U Light
COMMERCIAL DISTRICTS	SU2 Schools	PARK DISTRICT
C1 Office Buffer	SU9 City, County, State, Federal	PK1 Park District One
C3 Neighborhood	SU10 Cemetery	
C4 Community Regional	SU34 (Club Room, Fraternal)	
C5 General	SU37 Library	

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## GARFIELD PARK PLEASANT RUN NEIGHBORHOOD PLAN

MAP 26 / PROPOSED ZONING CHANGES

- Priority One
- Priority Two
- Possible Long Term Mixed Use

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- |   |              |
|---|--------------|
| C. 2700 Block of Shelby Street          | (D6 from C1) |
| D. 2800 Block of Shelby Street          | (C3 from C5) |
| E. 2900 Block of Shelby Street          | (C4 from C5) |
| F. 2400 - 2900 Blocks of Madison Avenue | (C4 from C5) |

A detailed listing of properties recommended for rezoning in this category, as well as a prioritization of their importance, begins on page 98.

Objective 3:

A final series of recommendations regard upzoning segments of the neighborhood which are no longer appropriately zoned for use on the site or which hinder appropriate development of a site due to its zoning. Most of these conflicts regard land along Shelby Street zoned for office or apartment use in a clearly retail/commercially-used area. Another area in the southwest corner of the neighborhood is used for single-family residences, yet is still zoned "A1"--Agriculture.

The following are examples of some of these recommended rezonings:

- |  |              |
|--|--------------|
| A. Portions of the 2200 and 2300 Blocks of Shelby Street   | (C3 from C2) |
| B. North side of West Troy Avenue, west of Meridian Street | (D4 from A1) |
| C. 2700 Block (west side) of South Pennsylvania Street     | (D5 from A1) |

Other recommended sites are detailed again on Map 25 and the table beginning on page 98.

A general, yet important, recommendation for the neighborhood involves the removal of certain zoning classifications (and their related land uses) from the neighborhood. The classification is inappropriate for the commercial stability and development of the Garfield Park area:

- |   |
|---|
| A. The C5 zoning classification along Shelby Street and Madison Avenue. |
|---|

The following list details those uses allowed under the C5 zoning district which are inappropriate in the Garfield Park/Pleasant Run neighborhood. Those uses with an asterisk (\*) are especially inappropriate on any part of Shelby Street:

- Outdoor storage\*
- Wheel alignment
- Auctions
- Auto paint shop\*
- Auto repair garage\*
- Auto body shop\*
- Catering service
- Drive-in theatre\*
- Outdoor flea market\*
- Outdoor display, garden & lawn supplies, equipment
- Motorcycle sales, service & repair
- Radiator (auto) repair shop\*
- Rooming or boarding house
- Transmission repair shop\*

As indicated above, these uses would not provide a stabilizing influence on surrounding businesses either on the South Madison Avenue corridor or Shelby Street. It is strongly recommended that this classification be eliminated from most areas of these corridors.

Although some of the uses noted above are appropriate for a heavily-travelled commuter thoroughfare, the retail/commercial nature of Madison Avenue (department stores, restaurants, smaller shops), is severely weakened by the uncontrolled location of higher-intensity auto-related uses.

#### Summary

The Zoning Plan and Land Use Plan are designed in such a way that changes in land use are matched by appropriate changes in zoning where necessary, while zoning changes are recommended to reflect appropriate land use for the site. The properties recommended for zoning should be prioritized in the following manner:

- Priority I - Immediate action
- Priority II - Action within next five years
- Priority III - Action in long-term

The current zoning districts throughout the corridor are often inappropriate and not in the best future interests of the neighborhood. High priority recommendations should be pursued by the business/property owner, and appropriate City agencies in the near future in order to stabilize land use in the area. Current zoning is poorly categorized in the entire area, especially along Shelby Street, Madison and Troy Avenues, and must receive serious and immediate attention.

## Variances

The current problem of use variances in the neighborhood can be greatly lessened, and land use better controlled, by implementing the recommendations of the Zoning Plan. Use variances should be discouraged in the study area, especially when the use proposed directly conflicts with the recommendations of this plan. When variances are granted, care should be taken to ensure that site design, parking, landscaping, buffering and signage recommendations made in this plan are addressed. When those recommendations do not agree with ordinance standards, compromises should be sought in such a way that neither ordinance, nor plan recommendations, be seriously violated. Variances will have to occur due to the placement of older buildings on their sites, yet the plan recommendations set here should act as a guide from which City staff and private sector can work.

## GARFIELD PARK/PLEASANT RUN NEIGHBORHOOD PLAN

TABLE F

SPECIFIC PROPERTIES RECOMMENDED  
FOR SHORT AND LONG-TERM ZONING ACTION

Property Address	Current Use(s)	Present Zoning	Recommended Zoning	Objective Addressed	Priority
2202 Shelby St.	Vacant	C2	C3	3.	II.
2204 Shelby St.	Vacant	C2	C3	3.	II.
2206 Shelby St.	Vacant	C2	C3	3.	II.
2210 Shelby St.	Bakery	C2	C3	3.	II.
2218 Shelby St.	Hardware	C2	C3	3.	II.
2226 Shelby St.	Catering Service	C2	C3	3.	II.
2234 Shelby St.		C2	C3	3.	II.
2238 Shelby St.	Auto Body Repair	C2	C3	3.	II.
2242 Shelby St.		C2	C3	3.	II.
2244 Shelby St.	Residence	C2	C3	3.	II.
2245 Shelby St.	Church	C2	SU1	1.	I.
2301 Shelby St.	Convenience Store	C2	C3	3.	II.
2302 Shelby St.	Fire Station #29	C2	SU9	1.	I.
2308 Shelby St.	Realty Co.	C2	C3	3.	II.
2310 Shelby St.	Restaurant	C2	C3	3.	II.
2311 Shelby St.	Bank	C2	C1	1.2.	II.
2313 Shelby St.	Insurance	C2	C1	1.2.	II.
2324 Shelby St.	Auto Service	C2	C3	3.	II.
2325 Shelby St.	Apartments	C2	D8	1.	I.
2401 Shelby St.	Apartments	C2	D8	1.	I.
2415 Shelby St.	Apartments	C1	D8	1.	I.
2425 Shelby St.	Residence	C1	D8	1.	I.
2437 Shelby St.	Residence	C1	D8	1.	I.
2441 Shelby St.	Residence	C1	D8	1.	I.
2445 Shelby St.	Vacant	C1	D8	1.	I.
2449 Shelby St.	Residence	C1	D8	1.	I.
2455 Shelby St.	Residence	C1	D8	1.	I.
2457 Shelby St.	Apartments	C1	D8	1.	I.
2459 Shelby St.	Residence	C1	D8	1.	I.
2461 Shelby St.	Residence	C1	D8	1.	I.
2502 Shelby St.	Library	PK1	SU37	1.	I.
2503 Shelby St.	Residence	C1	D8	1.	I.
2525 Shelby St.	Apartments	C1	D8	1.	I.
2527 Shelby St.	Apartments	C1	D8	1.	I.
2531 Shelby St.	Apartments/Tavern	C1	C3	3.	II.
2535 Shelby St.	Gift Shop/Residence	C1	D5	1.	I.
2541 Shelby St.	Vacant	C1	D5	1.	I.



Property Address	Current Use(s)	Present Zoning	Recommended Zoning	Objective Addressed	Priority
2545 Shelby St.	Residence	C1	D5	1.	I.
2547 Shelby St.	Residence	C1	D5	1.	I.
2553 Shelby St.	Residence	C1	D5	1.	I.
2555 Shelby St.	Appliance Co.	C1	C3	3.	II.
2557 Shelby St.	Appliance Co.	C1	C3	3.	II.
2602 Shelby St.	Used Furniture	C4	C3	2.	I.
2605 Shelby St.	Vacant	C1	SU__	1.	I.
2608 Shelby St.	Apartments	C4	C3	2.	I.
2609 Shelby St.	Residence	C4	C3	2.	I.
2610 Shelby St.	Office	C4	C3	2.	I.
2612 Shelby St.	Barber Shop	C4	C3	2.	I.
2614 Shelby St.	Pinball Machine Sls	C4	C3	2.	I.
2615 Shelby St.	Residence	C4	C3	2.	I.
2617 Shelby St.	Upholstery Shop	C4	C3	2.	I.
2618 Shelby St.	Restaurant	C4	C3	2.	I.
2619 Shelby St.	Heating & Air Cond.	C4	C3	2.	I.
2620 Shelby St.	Restaurant	C4	C3	2.	I.
2621 Shelby St.	Used Clothing	C4	C3	2.	I.
2623 Shelby St.	Vacant	C4	C3	2.	I.
2627 Shelby St.	Tavern	C4	C3	2.	I.
2628 Shelby St.	Body Shop	C4	C3	2.	I.
2629 Shelby St.	Theatrical Supply	C4	C3	2.	I.
2633 Shelby St.	Tire Center	C4	C3	2.	I.
2652 Shelby St.	Residence	C4	D8	1,2	I.
2654 Shelby St.	Residence	C4	D8	1,2	I.
2658 Shelby St.	Residence	C4	D8	1,2	I.
2659 Shelby St.	Vacant	C4	C3	2.	I.
2660 Shelby St.	Beauty Salon	C4	C3	2.	I.
2701 Shelby St.	Gas Station	C4	C3	2.	I.
2702 Shelby St.	Residence	C1	D5	1,2	I.
2706 Shelby St.	Residence	C1	D6	1,2	I.
2708 Shelby St.	Residence	C1	D6	1,2	I.
2709 Shelby St.	Residence	C4	D5	1,2	I.
2711 Shelby St.	Refrigeration Svc.	C1	D5	1,2	I.
2714 Shelby St.	Residence	C1	D8	1,2	I.
2716 Shelby St.	Residence	C1	D8	1,2	I.
2717 Shelby St.	Residence	C1	D5	1,2	I.
2718 Shelby St.	Residence	C1	D8	1,2	I.
2720 Shelby St.	Residence	C1	D8	1,2	I.
2721 Shelby St.	Residence	C1	D5	1,2	I.
2722 Shelby St.	Residence	C1	D8	1,2	I.
2724 Shelby St.	Residence	C1	D8	1,2	I.
2726 Shelby St.	Residence	C1	D8	1,2	I.
2727 Shelby St.	Residence	C1	D5	1,2	I.
2728 Shelby St.	Residence	C1	D8	1,2	I.
2729 Shelby St.	Residence	C1	D5	1,2	I.
2730 Shelby St.	Residence	C1	D8	1,2	I.



Property Address	Current Use(s)	Present Zoning	Recommended Zoning	Objective Addressed	Priority
2732 Shelby St.	Residence	C1	D8	1,2	I.
2734 Shelby St.	Residence	C1	D8	1,2	I.
2736 Shelby St.	Residence	C1	D8	1,2	I.
2738 Shelby St.	Residence	C1	D8	1,2	I.
2739 Shelby St.	Residence	C1	D5	1,2	I.
2740 Shelby St.	Residence	C1	D8	1,2	I.
2742 Shelby St.	Residence	C1	D8	1,2	I.
2744 Shelby St.	Residence	C1	D8	1,2	I.
2746 Shelby St.	Residence	C1	D8	1,2	I.
2747 Shelby St.	Residence	C1	D5	1,2	I.
2748 Shelby St.	Residence	C1	D8	1,2	I.
2750 Shelby St.	Residence	C1	D8	1,2	I.
2752 Shelby St.	Residence	C1	D8	1,2	I.
2760 Shelby St.	Residence	C1	D8	1,2	I.
2762 Shelby St.	Residence	C1	D8	1,2	I.
2764 Shelby St.	Residence	C1	D8	1,2	I.
2801 Shelby St.	Apt/Residence	C5	D8	1,2	I.
2802 Shelby St.	Church	C5	SU1	1.	I.
2803 Shelby St.	Plastics Graphics	C5	D8	2.	II.
2811 Shelby St.	Residence	C5	D8	2.	II.
2815 Shelby St.	Heat & Air Cond.	C5	D8	2.	II.
2823 Shelby St.	Residence	C5	D8	2.	II.
2824 Shelby St.	Grocery Store	C5	C3	2.	I.
2834 Shelby St.	Bed Sales	C5	C3	2.	I.
2835 Shelby St.	Office	C5	C3	2.	I.
2837 Shelby St.	Vacant	C5	C3	2.	I.
2841 Shelby St.	Drug Store	C5	C3	2.	I.
2842 Shelby St.	Church	C5	SU1	1.	I.
2845 Shelby St.	Drug Store Pkg Lot	C5	C3	2.	I.
2849 Shelby St.	Tavern	C5	C3	2.	I.
2863 Shelby St.	Carpet Sales	C5	C4	2.	I.
2910 Shelby St.	Residence	C5	C4	2.	I.
2911 Shelby St.	Barber	C5	C4	2.	I.
2912 Shelby St.	Vacant	C5	C4	2.	I.
2913 Shelby St.	Trucking	C5	C4	2.	I.
2919 Shelby St.	Modern Wa-Soap	C5	C4	2.	I.
2920 Shelby St.	Beauty Salon	C5	C4	2.	I.
2930 Shelby St.	Restaurant	C5	C4	2.	I.
2941 Shelby St.	Telephone Co. Office	C5	C4	2.	I.
2944 Shelby St.	Garage	C5	C4	2.	I.
2946 Shelby St.	Beauty Shop/Apts	C5	C4	2.	I.
2950 Shelby St.	Vacant	C5	C4	2.	I.
2951 Shelby St.	Auto Sales	C5	C4	2.	I.
2964 Shelby St.	Restaurant	C5	C4	2.	I.
1155 Cameron St.	Church	D5	SU1	1.	I.
1202 E. Troy Ave.	School (Emma Donna)	D5	SU2	1.	I.

Property Address	Current Use(s)	Present Zoning	Recommended Zoning	Objective Addressed	Priority
2301 Madison Ave.	Gas Station	D5	C4	3.	I.
2405 Madison Ave.	School (Manual High)	D5	SU2	2.	I.
2457 Madison Ave.	Flower Shop	D5	C3	3.	I.
2479 Madison Ave.	Residence	D5	C3	3.	I.
2501 Madison Ave.	Bedding Showroom	D5	C3	3.	I.
2533 Madison Ave.	Manufacturer's Rep.	D5	C3	3.	I.
2601 Madison Ave.	Auto Sales	C5	C4	2.	II.
2602 Madison Ave.	Salvation Army	C5	C4	2.	II.
2610 Madison Ave.	Jewelry	C5	C4	2.	II.
2612 Madison Ave.	Karate School	C5	C4	2.	II.
2620 Madison Ave.	Flower Shop	C5	C4	2.	II.
2625 Madison Ave.	Bakery Thrift Store	C5	C4	2.	II.
2630 Madison Ave.	Sporting Goods	C5	C4	2.	II.
2635 Madison Ave.	Carpenters Union Hall	C5	C4	2.	II.
2640 Madison Ave.	Car Rental/Laundry/Oil Co.	C5	C4	2.	II.
2711 Madison Ave.	Vacant	C5	C4	2.	I.
2712 Madison Ave.	Engine Supply	C5	C4	2.	III.
2715 Madison Ave.	K-Mart	C5	C4	2.	I.
2716 Madison Ave.	Refrigeration Co.	C5	C4	2.	III.
2718 Madison Ave.	Lounge	C5	C4	2.	I.
2722 Madison Ave.	Restaurant	C5	C4	2.	I.
2724 Madison Ave.	Vacant	C5	C4	2.	I.
2726 Madison Ave.	Auto Reconditioning	C5	C4	2.	III.
2728 Madison Ave.	Home Center	C5	C4	2.	I.
2729 Madison Ave.	Tire Center	C5	C4	2.	I.
2730 Madison Ave.	Auto Painting	C5	C4	2.	III.
2735 Madison Ave.	Tire Dealer/Towing Svc.	C5	C4	2.	III.
2738 Madison Ave.	Goodwill	C5	C4	2.	I.
2739 Madison Ave.	Tune Up	C5	C4	2.	I.
2740 Madison Ave.	Furniture Sales	C5	C4	2.	I.
2742 Madison Ave.	Food Distributor	C5	C4	2.	III.
2829 Madison Ave.	Surplus Store	C5	C4	2.	I.
2830 Madison Ave.	Restaurant	C5	C4	2.	I.
2835 Madison Ave.	Auto Parts Sales	C5	C4	2.	II.
2839 Madison Ave.	Department Store	C5	C4	2.	I.
2841 Madison Ave.	Bank	C5	C4	2.	I.
2850 Madison Ave.	Auto Sales	C5	C4	2.	II.
2851 Madison Ave.	Printer Sales	C5	C4	2.	I.
2855 Madison Ave.	Vacant	C5	C4	2.	I.
2861 Madison Ave.	Restaurant	C5	C4	2.	I.
2902 Madison Ave.	Restaurant	C5	C4	2.	I.
2915 Madison Ave.	Restaurant	C5	C4	2.	I.
2919 Madison Ave.	Adult Bookstore	C5	C4	2.	I.
2923 Madison Ave.	Beauty Shop	C5	C4	2.	I.
2930 Madison Ave.	Physician's Office	C5	C4	2.	I.
2932 Madison Ave.	Vacant	C5	C4	2.	I.
2934 Madison Ave.	Auto Sales	C5	C4	2.	II.
2935 Madison Ave.	Restaurant	C5	C4	2.	I.
2947 Madison Ave.	Vacant	C5	C4	2.	I.
2950 Madison Ave.	Donut Shop	C5	C4	2.	I.

Property Address	Current Use(s)	Present Zoning	Recommended Zoning	Objective Addressed	Priority
1054 E. Troy Ave.	Beverage Svc.	C5	C4	2.	II.
1048 E. Troy Ave.	Vacant	C5	C4	2.	I.
1040 E. Troy Ave.	Engineering Co.	C5	C4	2.	I.
1032 E. Troy Ave.	Residence	C5	C4	2.	I.
1022 E. Troy Ave.	Marble Products	C5	C4	2.	III.
1014 E. Troy Ave.	Coin/Stamp Shop	C5	C4	2.	I.
1008 E. Troy Ave.	Residence	C5	C4	2.	II.
1006 E. Troy Ave.	Residence	C5	C4	2.	II.
1002 E. Troy Ave.	Apartments	C5	D8	2.	I.
968 E. Troy Ave.	Restaurant	C5	C4	2.	I.
964 E. Troy Ave.	Auto Sales	C5	C4	2.	II.
950 E. Troy Ave.	Bakery	C5	C4	2.	II.
930 E. Troy Ave.	Residence	C5	C3	2.	II.
926 E. Troy Ave.	Residence	C5	C3	2.	II.
912 E. Troy Ave.	Residence	C5	C3	2.	II.
904 E. Troy Ave.	Residence	C5	C3	2.	II.
824 E. Troy Ave.	Indus. Supply/Copier Sales	I3U			
820 E. Troy Ave.	Auto Parts	I3U	C4	2.	I.
622 E. Troy Ave.	Tailoring Shop	C5	C3	2.	I.
618 E. Troy Ave.	Beauty Shop	C5	C3	2.	I.
608 E. Troy Ave.	Vacant	C5	C3	2.	I.
606 E. Troy Ave.	Chiropractor	C5	C3	2.	I.
518 E. Troy Ave.	Residence	D5	C1	3.	II.
512 E. Troy Ave.	Residence	D5	C1	3.	II.
418 E. Troy Ave.	Saloon (Now Vacant)	C5	C4	3.	I.
20 W. Troy Ave.	Residence	A1	D4	3.	I.
22 W. Troy Ave.	Residence	A1	D4	3.	I.
60 W. Troy Ave.	Residence	A1	D4	3.	I.
102 W. Troy Ave.	Residence	A1	D4	3.	I.
124 W. Troy Ave.	Residence	A1	D4	3.	I.
2541 S. Meridian St.	Residence	C3	D5	1,2	I.
2546 S. Meridian St.	Residence	C3	D5	1,2	I.
2547 S. Meridian St.	Residence	C3	D5	1,2	I.
2549 S. Meridian St.	Residence	C3	D5	1,2	I.
2550 S. Meridian St.	Residence	C3	D5	1,2	I.
2551 S. Meridian St.	Residence	C3	D5	1,2	I.
2554 S. Meridian St.	Residence	C3	D5	1,2	I.
2557 S. Meridian St.	Residence	C3	D5	1,2	I.
2558 S. Meridian St.	Residence	C3	D5	1,2	I.
2559 S. Meridian St.	Residence	C3	D5	1,2	I.
2856 S. Meridian St.	Agricultural	A1	D4	3.	II.
2859 S. Meridian St.	Apartments	D5	D8	1.	I.
2865 S. Meridian St.	Vacant	D5	D8	3.	II.

Property Address	Current Use(s)	Present Zoning	Recommended Zoning	Objective Addressed	Priority
2701 S. Pennsylvania	Residence	A1	D5	3.	I.
2704 S. Pennsylvania	Residence	A1	D5	3.	I.
2744 S. Pennsylvania	Residence	A1	D5	3.	I.
2746 S. Pennsylvania	Residence	A1	D5	3.	I.
2748 S. Pennsylvania	Residence	A1	D5	3.	I.
59 Pleasant Run Pkwy	Church	D5	SU1	1.	I.
1002 E. Garfield Dr.	Church	D5	SU1	1.	I.
1061 E. Southern Ave.	Church	C4	SU1	1,2	I.

IV. RECOMMENDED TAX ABATEMENT DEDUCTION PERIODS FOR THE GARFIELD PARK/PLEASANT RUN NEIGHBORHOOD PLAN

The Metropolitan Development Commission of the City of Indianapolis can, by resolution, allow a partial abatement of property taxes attributable to "redevelopment or rehabilitation" activities in "economic revitalization areas". The major criteria in designating an area an "economic revitalization area" is as follows.

"Whether there is compliance with the following statutory criterion: '(the area)...has become undesirable for, or impossible of, normal development and occupancy because of a lack of development, cessation of growth, deterioration of improvements or character of occupancy, age, obsolescence, substandard buildings or other factors which have impaired values or prevent a normal development of property or use of property.'"

On March 19 of 1986, the Metropolitan Development Commission approved a resolution which allows enhanced tax abatement potentials for areas with an adopted neighborhood plan or corridor study (Resolution 98).

Under terms of the resolution all commercial, industrial and multi-family residential areas of the City within the police and fire district are potentially eligible for up to a three, six or ten year abatement of the assessed improvements to a property. If, however, "...the project is located in a redevelopment area, local historic district or area which is the subject of a subarea plan (e.g., neighborhood plan, corridor plan) relative to which the Commission has adopted, by resolution, a policy stating the availability of economic revitalization area designation, the Commission shall use the tax abatement policy for the redevelopment area, historic district or subarea in determining whether economic revitalization area designation should be granted and if so, for what deduction period,..."

This tool has been applied to the Garfield Park/Pleasant Run Neighborhood Plan to assist plan implementation and revitalization of these areas of the neighborhood currently suffering the greatest signs of disinvestment and/or deterioration.

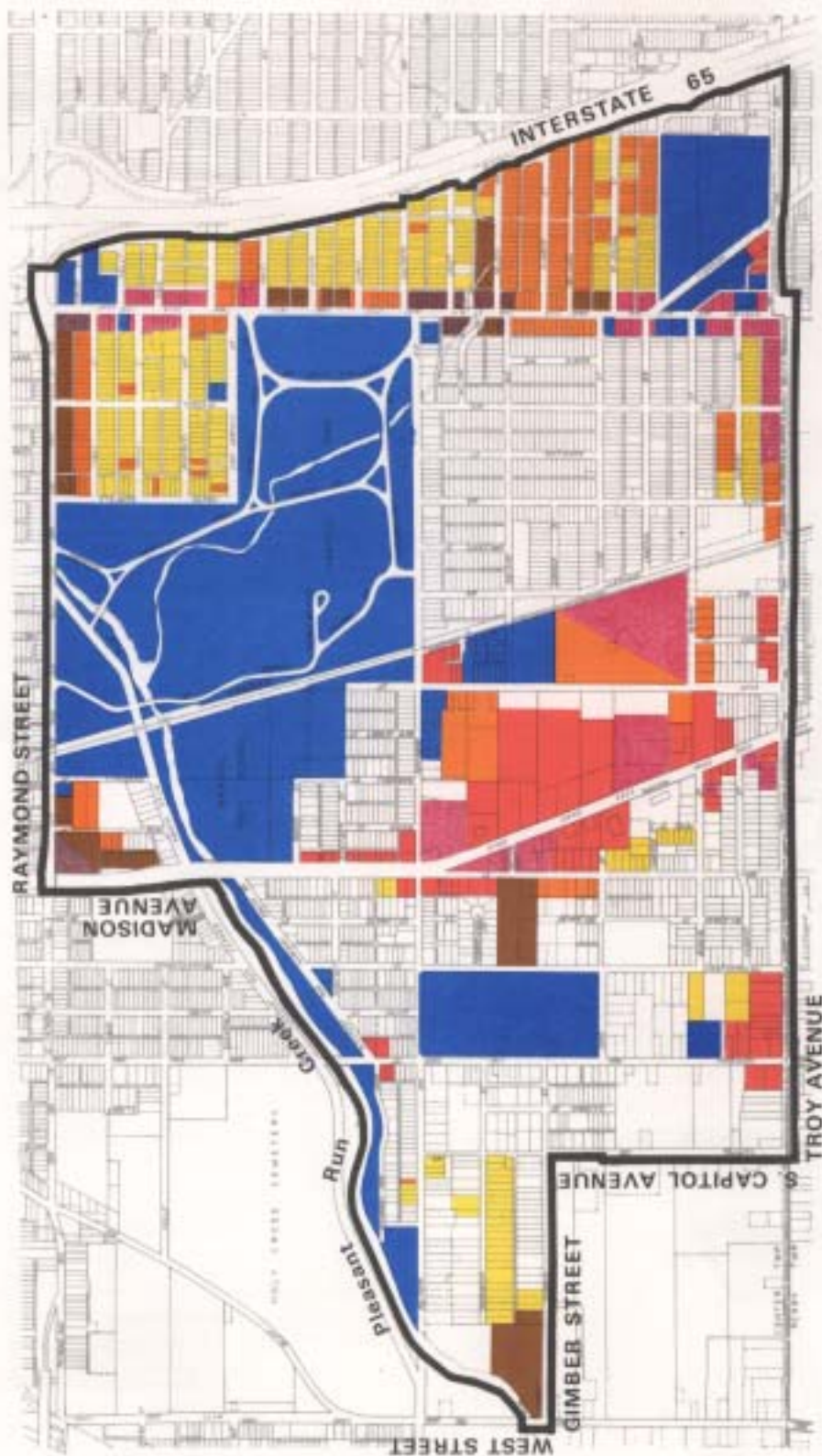
Map 27 shows the recommended maximum potential tax abatement deduction periods for the Garfield Park/Pleasant Run neighborhood. Those businesses/sites which meet the Metropolitan Development Commission's standards and are or will be in conformance with aspects of this plan may receive up to the maximum tax abatement deduction periods shown.

The tax abatement policy expands the maximum potential tax abatement deduction period for residential and commercial uses in several areas. Single-family residences in portions of this area under this policy would be potentially eligible to receive three or six year tax abatement periods.

Under the general resolution (98), residential uses would not be eligible. Similarly, under the current general policy commercial uses would be potentially eligible to receive only three years of abatement (see Appendix G). Under this policy, commercial uses may receive up to a ten-year abatement period in areas noted on the tax abatement map (map 27). This is most notable on Shelby Street, where the benefit of such an incentive would be great.

Map 27 presents the tax abatement policy for the neighborhood. This document sets the terms by which tax abatement deduction periods and "economic revitalization areas" will be addressed.

This policy is a major tool to aid in the development of the neighborhood, as it will provide an added economic incentive for not only new investment in those areas of the neighborhood in need, but will help implementation of this plan. For further information on tax abatement, see Appendix or contact the Division of Economic and Housing Development at 633-3480.



**GARFIELD PARK / PLEASANT RUN NEIGHBORHOOD PLAN**  
**MAP 27 / TAX ABATEMENT RECOMMENDATIONS**

RESIDENTIAL (Single, Multi-Family)	COMMERCIAL	PUBLIC / INSTITUTIONAL USE
Up to 3 years abatement period	Up to 3 years abatement period	(Not Eligible For Tax Abatement)
Up to 6 years abatement period	Up to 6 years abatement period	ABATEMENT RECOMMENDED
Up to 10 years abatement period	Up to 10 years abatement period	(For Either Use At Level Noted)

The preparation of this map was financed in part by a Community Development Block Grant



JULY 1988  
 Department of Metropolitan Development  
 Division of Planning  
 Indianapolis-Marion County, Indiana



# **APPENDIX A**

## **DEMOGRAPHIC INFORMATION**

GARFIELD PARK/PLEASANT RUN

Block Statistics

Cumulative Totals

Population	5335
Female	2915
Male	2420
White	5263
Black	26
0 - 5 years of age	418
6 - 18 years of age	831
65 years and over	1122
Housing units	2413
Owner occupied	1529
Renter occupied	803
Vacant	81
Average housing value (owner occupied)	26,568
Median rent	152

GARFIELD PARK/PLEASANT RUN  
Block Statistics

CENTRAL PORTION

GEO		POP.	SEX	RACE		AGE			HOUSING					
C. T.	BLK		FEM.	WHT	BLK	0-5	6-18	65&+	UNITS	OWN	RT.	VAC	VALUE	RENT
3578														
	301	73	39	71	2	5	9	17	33	20	12	1	21,985	105
	302	103	57	103	-	6	26	16	36	27	8	1	31,650	112
	303	100	45	99	-	10	14	13	32	26	6	-	33,990	155
	304	95	55	95	-	16	16	14	33	20	13	-	25,833	141
	305	75	38	75	-	8	19	8	28	18	9	1	32,777	165
	306	92	52	92	-	5	17	14	36	26	8	2	32,934	140
	307	91	47	91	-	5	25	18	33	26	5	2	32,548	173
	308	76	42	76	-	4	18	17	30	20	9	1	32,434	140
3579														
	101	4	-	4	-	-	-	-	-	-	-	-	-	-
	102	-	-	-	-	-	-	-	-	-	-	-	-	-
	103	36	13	36	-	4	7	8	13	12	1	-	36,363	-
	104	55	31	55	-	2	6	18	27	23	3	1	29,702	-
	105	45	28	44	-	1	4	13	27	24	2	1	32,447	-
	106	69	41	69	-	6	11	19	26	26	-	-	32,400	-
	107	65	35	65	-	5	7	14	27	26	1	-	36,195	-
	108	53	30	53	-	2	11	14	23	14	9	-	31,442	180
	109	88	54	87	-	5	12	23	41	25	14	2	30,416	134
	110	68	35	68	-	2	20	10	29	17	10	2	33,125	147
	111	63	38	63	-	2	3	25	32	30	2	-	28,258	-
	112	78	40	78	-	6	12	16	30	28	1	1	32,767	-
	113	64	34	64	-	1	9	30	31	30	1	-	32,211	-
	114	61	35	61	-	5	4	13	30	27	3	-	30,673	-
	115	46	25	46	-	1	11	9	19	19	-	-	28,402	-
	116	-	-	-	-	-	-	-	-	-	-	-	-	-
	117	49	31	49	-	2	1	21	28	25	3	-	28,150	-
	118	59	33	59	-	4	5	19	29	29	-	-	30,948	-
	119	46	25	45	-	-	5	23	23	23	-	-	32,554	-
	120	43	27	43	-	2	1	15	24	21	2	1	27,062	-
	121	58	34	58	-	2	4	23	28	26	2	-	31,201	-
	122	43	23	43	-	1	4	15	18	18	-	-	28,611	-
	124	54	32	53	-	1	5	9	30	22	7	1	26,447	161
	125	44	23	42	-	4	6	7	21	9	10	2	22,916	146
	126	51	27	50	-	6	3	11	22	16	6	-	23,083	193
	127	29	13	29	-	-	3	8	13	12	1	-	29,886	-
Total		1,976	1,082	1,966	2	123	298	480	852	685	148	19	30,304*	149

\* Average of block averages.

GARFIELD PARK/PLEASANT RUN  
Block Statistics

WEST PORTION

GEO		POP.	SEX FEM.	RACE		AGE			HOUSING					
C. T.	BLK			WHT	BLK	0-5	6-18	65&+	UNITS	OWN	RT.	VAC	VALUE	RENT
3579														
	201	-	-	-	-	-	-	-	-	-	-	-	-	-
	202	140	90	134	1	7	12	48	93	3	86	4	-	171
	203	-	-	-	-	-	-	-	-	-	-	-	-	-
	204	48	26	48	-	10	5	9	17	12	5	-	29,886	150
	205	30	19	30	-	2	7	4	15	11	2	2	29,431	-
	206	51	25	50	-	5	9	12	21	17	4	-	24,375	-
	207	46	21	46	-	8	10	6	15	15	-	-	26,833	-
	208	30	20	30	-	2	1	13	16	14	2	-	27,272	-
	209	34	22	34	-	5	4	4	14	9	5	-	27,222	196
	210	129	77	128	-	3	10	36	84	20	59	5	30,468	163
	211	9	-	-	-	-	-	-	4	4	-	-	-	-
	212	39	22	39	-	2	4	10	23	17	4	2	29,264	-
	214	63	28	63	-	5	11	9	26	17	8	1	22,980	148
	215	-	-	-	-	-	-	-	-	-	-	-	-	-
	216	95	49	95	-	5	28	11	34	24	8	2	30,271	176
	217	49	25	49	-	3	13	6	20	17	3	-	28,500	-
	301	33	20	33	-	6	3	7	14	11	2	1	27,083	-
	302	63	33	61	-	5	6	18	28	20	8	-	25,328	121
	303	48	24	48	-	6	3	11	24	21	3	-	22,678	-
	304	37	20	37	-	4	2	14	18	14	4	-	28,229	-
	305	31	13	31	-	8	7	2	9	8	1	-	32,083	-
	306	35	20	35	-	1	-	14	23	18	4	1	23,325	-
	307	64	31	64	-	1	13	15	26	19	6	1	29,333	150
	308	102	53	102	-	5	13	28	47	39	6	2	26,818	183
	309	57	31	56	-	2	9	15	27	20	6	1	34,605	187
	310	21	14	21	-	-	-	12	14	10	2	2	35,416	-
	311	-	-	-	-	-	-	-	-	-	-	-	-	-
	312	-	-	-	-	-	-	-	-	-	-	-	-	-
	411	21	11	21	-	-	2	4	10	4	6	-	-	161
	412	130	73	118	11	13	21	15	60	12	44	4	30,113	185
	413	173	109	173	-	24	12	31	107	1	103	3	-	163
3580														
	301	242	124	236	-	16	43	40	100	83	14	3	23,848	139
	303	101	51	101	-	14	24	4	32	28	4	-	29,800	-
	304	30	18	30	-	4	4	6	14	6	7	1	26,875	160
	305	89	46	88	-	10	22	8	30	23	7	-	24,090	131
	314	156	88	156	-	11	32	19	56	42	13	1	28,684	174
TOTAL		2,196	1,203	2,157	12	187	330	431	1,021	559	426	36	27,956*	162*

\* Average of block averages.

GARFIELD PARK/PLEASANT RUN  
Block Statistics

EASTERN PORTION

GEO			SEX FEM.	RACE		AGE			HOUSING					
C. T.	BLK	POP.		WHT	BLK	0-5	6-18	65&+	UNITS	OWN	RT.	VAC	VALUE	RENT
3578														
	401	42	27	41	1	4	4	8	23	9	13	1	22,857	128
	402	66	40	66	-	8	8	17	37	13	22	2	21,250	119
	403	19	12	18	-	-	2	9	12	7	4	1	22,916	-
3579														
	508	157	97	147	8	11	21	44	88	12	70	6	24,285	166
	509	68	36	66	-	3	7	12	36	21	13	2	26,578	138
	510	99	58	97	-	11	15	15	51	19	31	1	23,355	150
	511	82	45	82	-	7	15	11	40	24	14	2	23,260	162
	512	96	49	95	-	9	20	16	42	34	6	2	19,758	146
	513	34	16	34	-	3	4	6	18	10	7	1	16,000	160
	514	131	69	129	-	18	29	21	55	37	15	3	16,321	150
	515	72	32	72	-	7	15	6	27	16	9	2	18,906	125
	516	83	42	83	-	10	14	12	29	18	11	-	24,531	142
	517	176	89	174	2	17	38	30	67	54	12	1	22,230	137
	519	32	15	32	-	-	12	4	14	10	2	2	17,812	-
	520	6	3	4	1	-	-	-	1	1	-	-	-	-
	530	-	-	-	-	-	-	-	-	-	-	-	-	-
Total		1,163	630	1,140	12	108	203	211	540	285	229	26	21,433*	144*

\* Average of block averages.

DEMOGRAPHIC PROFILE  
GARFIELD PARK/PLEASANT RUN

1960			1970			1980		
M.C.	CEN.TWSP	3579	M.C.	CEN.TWSP	3579	M.C.	CEN.TWSP	3579
<u>POPULATION</u>								
697,567	333,351	4,184	793,769	273,596	4,020	765,233	208,624	4,371
<u>WHITE</u>								
596,835	243,448	4,178	655,283	166,661	4,013	601,092	120,331	4,319
<u>BLACK</u>								
99,912	89,439	0	134,486	106,124	3	155,310	86,327	23
<u>MALE</u>								
334,238	157,880	1,933	379,655	128,882	1,838	364,199	98,344	1,974
<u>FEMALE</u>								
361,596	175,392	2,251	412,644	144,716	2,182	401,034	110,280	2,397
<u>UNDER 5 YEARS</u>								
84,931	40,890	335	70,867	25,718	260	57,075	17,642	290
<u>5 - 19 YEARS</u>								
180,462	81,348	840	238,095	81,695	816	186,967	54,002	699
<u>60 - 64 YEARS</u>								
27,249	14,518	284	31,485	12,443	296	32,714	9,643	283
<u>65 AND OVER</u>								
59,194	33,961	529	68,138	30,282	723	79,298	26,776	992
<u>SINGLE MALES</u>								
46,989	24,377	276	67,786	24,375	293	79,962	24,253	340
<u>MARRIED MALES</u>								
166,933	74,776	1,165	180,834	55,157	1,054	160,013	34,104	1,019
<u>DIVORCED MALES</u>								
7,067	4,948	40	11,277	6,149	58	22,969	8,200	148
<u>SINGLE FEM.</u>								
44,032	23,486	263	63,786	23,466	328	74,638	22,142	332
<u>MARRIED FEM.</u>								
168,841	76,295	1,171	184,285	56,943	1,067	159,642	33,972	1,022
<u>DIVORCED FEM.</u>								
12,373	8,199	91	19,914	9,560	136	35,484	11,292	221

1960			1970			1980		
M.C.	CEN.TWSP	3579	M.C.	CEN.TWSP	3579	M.C.	CEN.TWSP	3579
<u>OWNER OCC.</u>								
136,064	50,221	618	154,941	42,962	578	168,539	39,367	624
<u>RENTER OCC.</u>								
75,734	56,037	362	96,581	47,244	350	116,553	36,445	343
<u>HOUSEHOLDS</u>								
211,798	106,362	1,499	257,522	90,106	1,599	285,092	75,814	1,985
<u>MED. INCOME</u>								
6,609		7,073	10,819		9,934	17,400	14,098	17,489
<u>EDUC.: 0-11 YEARS</u>								
211,778	124,652	1,708	187,324	92,245	1,431	144,440	63,391	1,307
<u>HIGH SCHOOL</u>								
106,910	42,514	772	139,866	38,792	983	163,470	37,094	1,112
<u>SOME COLLEGE</u>								
71,122	20,721	291	92,348	13,539	234	136,146	21,220	540

\* Approximately 80% of Garfield Park/Pleasant Run lies within Census Tract 3579. The tract is presented here in its entirety since inclusion of the remainder of the blocks would have little effect on tract averages and comparative percentage analyses with Center Township and Marion County,



# **APPENDIX B**

## **BUILDING CONDITIONS**

## BUILDING CONDITION RATINGS

The survey of building conditions conducted for this plan used the following categories as guides for an exterior rating. This is not meant to be an architectural assessment, but a general visual estimate of relative building conditions present in the neighborhood.

### SOUND

- Satisfactory or needs "handy man" operations.
- A primary structure that is adequate for its use or could be made so with a few relatively simple maintenance activities, such as paint with little preparation or patching.

### MINOR DETERIORATION

- Some lack of maintenance resulting in deterioration of the building.
- A primary structure that appears structurally stable, yet requires maintenance involving more considerable time, effort and materials, such as paint with extensive preparation, doors or windows in a dilapidated condition gutters in need of replacement or repair.

### MAJOR DETERIORATION

- Hazardous neglect of the structure.
- A primary structure that requires structural correction and/or replacement of surface materials. Examples are: settling or crumbling foundations; leaning walls or chimneys; sagging of roof; extensive rotting of wood; loose masonry; doors or windows missing; minor fire damage.

### SUBSTANDARD

- Beyond repair.
- A primary structure not fit for use due to structural deterioration, (e.g., section of wall or roof missing, extensive fire damage, more than one major structural deterioration factor).

Garfield Park - Pleasant Run  
Neighborhood Plan  
Building Conditions Survey

Approximate total number of buildings in:

Subarea One	-	423
Subarea Two	-	1,341
Subarea Three	-	<u>377</u>
Neighborhood Total	-	2,141

Building Condition Category Breakdown by Subarea:

<u>Subarea One</u>	<u>Number of Buildings</u>	<u>Percentage of Total</u>
Sound	336	79.4
Minor Deterioration	76	18.0
Major Deterioration	11	2.6
Sub-Standard	0	0.0
<u>Subarea Two</u>		
Sound	1,223	91.2
Minor Deterioration	114	8.5
Major Deterioration	4	0.3
Sub-Standard	0	0.0
<u>Subarea Three</u>		
Sound	330	87.5
Minor Deterioration	45	11.9
Major Deterioration	2	0.5
Sub-Standard	0	0.0
<u>Neighborhood Totals</u>	<u>Number of Buildings</u>	<u>Percentage Of Total</u>
Sound	1,889	88.2
Minor Deterioration	235	11.0
Major Deterioration	17	0.8
Sub-Standard	<u>0</u>	<u>0.0</u>
GRAND TOTAL	2,141	

# **APPENDIX C**

## **ARCHITECTURAL STYLES**

## AMERICAN FOURSQUARE

American Foursquare is an architectural style of a detached single-family residential structure typically built in the United States during the first quarter of the twentieth century. This house, exemplifying the preeminent post-Victorian style, usually contains two full stories and a large attic which is often livable. Described as a turn-of-the-century "comfortable house", its look is balanced and symmetrical. The American Foursquare style often contains a large enclosed porch which spans the front of the house with its boxed and panelled posts. It is also very common for the American Foursquare house to contain large dormers which break out of a hipped roof.

## BUNGALOW

The bungalow architectural style is typically a humble single-family detached unit built for the comforts of a small family. Characterized by its architectural restraint, the Bungalow is set low to the ground, subdued in color and dominated roof. The Bungalow, with its lack of ostentation, became the basis for the once perceived birthright of affordable home ownership during the first quarter of the twentieth century and quickly became the dominant American residential building style for the time. The Bungalow has served well as the urban cornerstone of affordable single-family residential expansion within American cities and towns.

## CARPENTER - BUILDER

The Carpenter-Builder distinction cannot be easily defined, since it is not a specific architectural style.

A Carpenter's or Builder's style house is a variation from various architectural styles and does not follow the precise pattern of any one particular style.

## QUEEN ANNE

The Queen Anne architectural style was developed in England in the early eighteenth century. Queen Anne is actually a modification of classical architecture with emphasis on simple, dignified ornamentation. The hallmark of the Queen Anne style is the projecting window with bowed sides and the elaborate use of arches. The ornamentation of such arches is often characterized by an archivolt described as a molding along the wall side of the arch. The spandrels between the arches are commonly ornamented with decorative craftsmanship as well as a cornice running above. The Queen Anne architectural style of a single-family residential unit was commonly built in the Garfield Park area from roughly 1980 to 1910.

**APPENDIX D**

**INTERSECTIONS RANKED  
BY ACCIDENT RATE-1985**

TABLE 2

## INTERSECTIONS RANKED

BY ACCIDENT RATE - 1985

RANK	INTERSECTION	ACCIDENT RATE				TOTAL ACCIDENTS				LEVEL OF SERVICE				COMMENTS
		1985	1984	1983	1982	1985	1984	1983	1982	1985	1984	1983	1982	
1	Keystone at I-465	6.40	3.74	3.63	1.57	83	55	58	21	F	E	E	E	IDOH
2	Oxford at 38th	5.27	1.85	2.67	1.39	32	16	23	12	B	B	D	B	TED
3	Meridian at Meridian School	4.69	2.55	0.92	1.28	26	22	8	11	D	D	D	D	IDOH
4	Senate at 10th	4.55	10.60	4.23	6.26	16	27	11	16	C	C	C	C	TED
5	Central at 30th	4.35	1.91	1.04	N/A	25	11	6	N/A	A	A	A	A	TED
6	Capitol at South	4.32	4.97	3.13	2.34	29	27	17	8	C	C	C	C	TED
7	Michigan at 79th	4.08	3.27	1.50	1.57	30	24	11	11	E	E	C	A	TED
8	Blake at Indiana	3.55	0.83	0.63	0.42	17	4	3	2	A	A	A	A	TED
9	Michigan at Westlane	3.23	1.18	2.62	1.62	33	14	31	16	C	A	A	E	TED
10	Keystone at 38th	3.13	3.13	2.50	1.53	44	44	40	24	E	E	E	E	TED
11	Keystone at 30th	3.13	2.09	2.45	2.22	34	22	25	22	C	C	C	C	TED
12	High School at Washington	3.04	1.98	2.39	1.94	34	24	29	20	D	D	D	D	TED
13	East(US31)at National	3.03	1.67	3.13	2.74	31	17	32	28	-	-	-	-	TED
14	Rural at 10th	3.01	2.09	1.42	3.27	25	14	10	23	C	C	B	B	TED
15	Keystone at 86th	2.92	2.18	1.71	3.13	31	23	18	27	E	E	E	E	TED
16	Brookside at Rural	2.92	1.88	1.04	N/A	14	9	5	N/A	A	A	A	A	TED
17	Brill at Troy	2.91	2.24	1.18	N/A	13	10	5	N/A	A	A	A	A	TED
18	Kentucky at Mooresville/Tibbs	2.85	0.71	0.71	N/A	20	5	19	23	E	E	E	E	TED
19	Lynchurst at Washington	2.83	1.98	1.98	2.40	22	19	19	23	B	B	B	B	TED
20	Meridian at Raymond	2.82	N/A	N/A	N/A	18	N/A	N/A	N/A	B	B	B	B	TED
21	Fall Creek at 30th	2.81	2.01	1.25	2.55	26	25	16	31	E	E	E	E	TED
22	English at Rural/Southeastern	2.78	1.97	1.16	1.62	24	17	10	14	D	D	D	D	TED
23	Michigan at Pine	2.77	4.85	0.94	1.88	23	31	6	12	C	C	C	C	TED
24	Georgetown at 56th	2.75	2.50	4.08	1.99	22	16	29	14	D	D	D	D	TED
25	Keystone at 34th	2.73	2.73	2.16	2.59	27	27	19	24	C	C	C	C	TED
26	Meridian at South County Line	2.70	2.18	1.63	0.82	15	16	12	6	D	D	D	D	IDOH
27	Lafayette at Pike Plaza	2.68	1.94	0.65	0.76	24	18	6	7	C	C	C	C	TED
28	Pendleton Pike at I-465	2.66	2.90	1.41	2.04	34	37	18	26	D	D	D	D	TED
29	Meridian at 29th	2.64	1.84	1.47	1.10	26	20	16	12	B	B	B	B	IDOH
30	Southport at SR 37	2.53	2.55	1.74	1.62	19	22	15	14	C	C	C	C	IDOH
31	South County Line at Madison	2.53	1.69	1.48	N/A	17	20	14	N/A	D	B	C	C	IDOH
32	Dearborn at Massachusetts/21st	2.50	2.71	1.04	N/A	12	13	5	N/A	-	-	-	-	TED
33	Capitol at 38th	2.49	1.66	1.47	0.68	27	17	15	7	B	B	B	B	TED
34	Country Club at 10th	2.42	2.35	1.12	1.39	17	16	7	8	E	E	D	C	TED
35	High School at 38th	2.41	1.43	2.55	1.89	37	22	35	26	E	E	E	E	TED
36	Shadeland at 82nd	2.35	1.85	2.34	1.72	30	23	20	22	E	D	C	C	TED
37	Raymond at Shelby	2.33	1.35	1.86	1.18	32	16	22	14	E	E	E	E	TED
38	East at Raymond	2.26	2.61	1.39	1.39	13	15	8	8	C	C	C	C	TED
39	Rural at Washington	2.25	1.77	0.83	1.94	23	17	8	18	B	B	B	B	TED
40	Massachusetts at Rural	2.24	1.79	1.04	1.19	15	12	7	8	E	E	E	E	TED
41	Post at 42nd	2.24	0.22	0.56	N/A	20	2	5	N/A	B	B	D	D	TED
42	Keystone at Prospect	2.21	2.02	2.21	3.31	12	11	12	18	A	A	A	A	TED
43	Michigan at 38th	2.21	1.64	1.63	1.44	31	23	26	19	D	D	D	D	TED
44	Meridian at 38th	2.20	1.32	2.39	1.48	38	21	26	27	E	E	E	E	TED
45	Mitthoefer at 38th	2.19	2.50	2.66	2.35	14	16	17	15	A	A	A	A	TED
46	College at Kessler	2.02	1.57	2.59	2.81	20	15	24	26	D	D	B	B	TED
47	Moller at 38th	2.00	1.50	2.25	1.89	30	23	28	24	E	E	E	E	TED
48	Girls School at Rockville	1.99	2.06	1.15	1.32	29	25	14	16	C	C	C	C	IDOH
49	Holt at Washington	1.99	1.49	1.88	1.80	28	20	24	23	E	E	E	E	TED
50	Lafayette at 46th	1.99	1.28	0.57	1.28	14	9	4	9	C	C	C	C	TED
51	Lafayette at 38th	1.98	2.07	2.96	1.54	38	37	51	26	F	F	E	E	TED
52	Sherman at Washington	1.98	1.67	1.98	2.48	19	16	19	23	C	C	C	C	TED
53	Sherman at 38th	1.97	3.02	3.25	2.83	17	28	27	28	C	C	C	B	TED



TABLE 2 (cont.)

## INTERSECTIONS RANKED

BY ACCIDENT RATE - 1985

RANK	INTERSECTION	ACCIDENT RATE			TOTAL ACCIDENTS			LEVEL OF SERVICE			COMMENTS
		1985	1984	1983	1982	1985	1984	1983	1982	1985	
54	Madison at Southport	1.96	1.62	2.12	2.50	20	16	21	31	C	TED
55	Keystone at 52nd	1.96	1.33	0.86	1.17	25	17	11	15	D	TED
56	East(US31) at Hanna	1.93	1.20	2.65	1.44	24	15	33	18	-	TED
57	Fall Creek at 38th	1.92	2.29	1.30	2.05	22	41	25	38	E	TED
58	Dr King at 16th	1.92	1.96	1.39	1.04	22	11	16	12	C	TED
59	Arlington at 38th	1.92	1.82	1.43	.70	19	18	16	8	B	TED
60	Lynchurst at Rockville	1.90	3.13	3.01	1.74	17	27	26	20	E	TED
61	Meridian at 46th	1.90	0.89	1.34	N/A	17	8	12	N/A	-	TED
62	Dr. King St. at 29th	1.88	2.66	2.19	1.10	12	17	14	7	C	TED
63	Harding at Morris	1.88	1.13	1.50	N/A	15	9	5	N/A	C	TED
64	Morris at Lynchurst	1.84	2.03	0.82	1.09	10	11	6	8	B	TED
65	Georgetown at 38th	1.83	1.73	1.50	1.32	28	27	22	19	F	TED
66	Kentucky at Raymond	1.83	1.04	0.52	N/A	14	8	4	N/A	C	TED
67	Emerson at 38th	1.80	1.57	1.79	1.57	23	20	24	21	D	TED
68	Allisonville at 62nd	1.79	2.01	1.90	1.68	16	18	17	15	C	TED
69	Tibbs at 10th	1.79	1.57	1.23	1.34	16	14	11	12	D	TED
70	Shadeland at 46th	1.77	2.09	4.64	2.79	17	20	40	33	C	TED
71	High School at Rockville	1.76	2.96	2.54	2.76	23	35	30	30	E	TED
72	Georgetown at 34th	1.75	1.75	1.00	0.75	14	14	8	6	C	TED
73	Sherman at 10th	1.75	1.25	1.88	2.61	14	10	15	20	B	TED
74	Michigan at 86th	1.74	2.52	2.30	1.47	25	29	25	22	E	TED
75	Madison at Stop 11	1.74	1.91	0.96	0.70	20	22	11	8	D	IDOH
76	Lynchurst at 10th	1.74	N/A	N/A	N/A	20	N/A	N/A	N/A	C	TED
77	High School at 34th	1.73	3.01	3.00	2.50	16	26	23	20	C	TED
78	Post at 21st	1.72	2.30	2.20	1.35	22	25	26	16	D	TED
79	East(US31) at Summer	1.71	1.33	1.14	N/A	18	14	12	N/A	-	TED
80	Pendleton Pk at Shadeland	1.71	1.14	0.57	1.07	24	16	8	15	C	TED
81	Madison at Thompson	1.71	0.95	0.85	N/A	18	10	9	N/A	D	TED
82	Shadeland at 21st	1.70	1.63	1.39	1.46	26	25	19	20	E	TED
83	Allisonville at 82nd	1.70	1.60	2.35	2.09	24	24	30	28	E	TED
84	Lafayette at 30th	1.70	1.43	1.62	1.71	19	16	15	18	E	TED
85	Township at 86th	1.68	2.32	1.62	1.04	15	20	14	9	D	TED
86	Grandview at Westlane	1.67	2.21	1.66	0.74	8	12	9	4	E	TED
87	Westfield at 86th	1.66	2.85	1.86	1.39	18	31	22	16	F	TED
88	US 31 at Stop 11	1.66	1.15	0.99	N/A	20	14	12	N/A	-	TED
89	College at 38th	1.64	2.55	1.77	1.52	21	31	22	19	C	TED
90	Moller at 34th	1.63	2.03	0.95	1.63	12	15	7	12	B	TED
91	Tibbs at 16th	1.63	0.86	0.63	1.49	21	11	8	19	D	TED
92	Meridian at 30th	1.61	0.63	0.80	N/A	18	7	9	N/A	-	TED
93	College at 46th	1.57	1.99	1.42	1.14	11	14	10	8	C	TED
94	Shadeland at 10th	1.57	1.48	1.48	1.74	21	18	18	20	D	TED
95	English at Sherman	1.50	2.31	1.94	0.82	11	17	13	6	C	TED
96	Georgetown at 16th/Crawfordsville	1.50	1.07	1.97	3.00	24	12	22	34	E	TED
97	Shadeland at 38th	1.49	1.49	1.19	1.19	20	20	16	16	C	TED
98	Meridian at 16th	1.49	0.71	0.57	N/A	21	10	8	N/A	-	TED
99	Pendleton Pk at Franklin	1.49	N/A	N/A	N/A	21	N/A	N/A	N/A	F	TED
100	Lynchurst at Troy	1.46	2.50	1.67	1.67	7	12	8	8	B	TED
101	Mitthoeffer at 25th	1.44	2.89	4.03	1.20	6	12	17	5	E	TED
102	Knue at 82nd	1.36	1.65	1.57	1.62	17	20	16	14	D	TED
103	Mickley at Rockville	1.34	1.46	1.98	1.57	13	14	19	13	B	TED
104	Emerson at 10th	1.34	0.89	2.35	2.05	12	8	21	17	E	TED
105	Riverside at 16th	1.34	0.78	2.01	1.23	12	7	18	11	E	TED
106	Keystone at 62nd	1.32	0.60	0.90	N/A	22	10	15	N/A	D	TED

TABLE 2 (cont.)

## INTERSECTIONS RANKED

BY ACCIDENT RATE - 1985

RANK	INTERSECTION	ACCIDENT RATE				TOTAL ACCIDENTS				LEVEL OF SERVICE				COMMENTS
		1985	1984	1983	1982	1985	1984	1983	1982	1985	1984	1983	1982	
107	Pendleton Pike at 42nd	1.25	2.24	1.34	0.98	14	25	15	11	D	D	D	D	TED
108	Georgetown at Lafayette	1.16	1.84	0.83	0.92	13	20	9	10	D	D	D	D	TED
109	College at 52nd	1.00	2.13	1.42	1.00	7	15	10	7	C	C	C	C	TED
110	Michigan at Kessler	1.00	2.09	1.72	1.72	10	20	17	17	E	E	E	E	TED
111	Lafayette at 16th	0.96	1.61	1.33	1.77	12	20	17	22	E	E	E	E	TED
112	Illinois at 16th	0.96	0.96	1.22	1.57	11	11	14	18	C	C	C	C	TED
113	Bash at 82nd	0.88	1.61	1.04	N/A	11	20	11	N/A	E	E	D	C	TED
114	Spring Mill at 86th	0.86	1.90	3.02	1.54	8	17	27	14	D	D	C	C	TED
115	Spring Mill at 73rd	0.82	1.81	1.98	0.50	5	11	12	3	D	D	D	D	TED
116	Cold Spring at 38th	0.81	1.85	1.04	1.04	7	16	9	9	A	A	A	A	TED
117	Brookville at Ritter	0.74	1.47	0.37	0.95	4	8	2	7	B	B	B	B	TED
118	Emerson at 30th	0.49	1.07	1.40	1.81	6	13	17	22	B	B	B	B	TED
119	Harding at Kentucky	0.48	0.72	1.20	2.00	4	6	10	16	D	D	D	C	TED

# **APPENDIX E**

## **IPS SCHOOL INFORMATION**

SCHOOL NO. 47 JUNIOR HIGH SCHOOL  
ELEMENTARY FEEDER AREA

1985-86 ENROLLMENT COMPARED TO 1986-87  
ESTIMATED ENROLLMENT

SCHOOL	1985-86 ENROLLMENT				1986-87 ESTIMATED ENROLLMENT			
	W/O	B	T	%B	W/O	B	T	%B
2	230	184	414	44.4	172	160	332	48.2
(27)	188	338	526	64.3	385	338	724	46.7
31	209	96	305	31.5	175	111	286	38.8
(35)	329	82	411	20.0	246	174	420	41.4
46	256	143	399	35.8	184	132	316	41.8

SCHOOL #72 JUNIOR HIGH FEEDER AREA

1985-86 ENROLLMENT COMPARED TO 1986-87  
ESTIMATED ENROLLMENT

SCHOOL	1985-86 ENROLLMENT				1986-87 ESTIMATED ENROLLMENT			
	W/O	B	T	%B	W/O	B	T	%B
34	402	177	579	30.6	183	151	334	45.2
(45)	246	169	415	59.3	212	163	375	43.5
65	203	191	394	48.5	200	130	330	39.4
111	NOT ELEMENTARY SCHOOL				265	171	436	39.2
112	254	238	492	48.4	204	158	362	43.6
114	310	260	570	45.6	185	141	326	43.2

NOTE:

Elementary School #114 transferred to Junior High School #72 feeder area from the #111 Junior High feeder area

SCHOOL NO. 47 JUNIOR HIGH SCHOOL  
ELEMENTARY FEEDER AREA

1985-86 ENROLLMENT COMPARED TO 1986-87  
ESTIMATED ENROLLMENT

SCHOOL	1985-86 ENROLLMENT				*1986-87 ESTIMATED ENROLLMENT			
	W/O	B	T	%B	W/O	B	T	%B
2	230	184	414	44.4	172	160	332	48.2
(27)	188	338	526	64.3	385	338	724	46.7
31	209	96	305	31.5	175	111	286	38.8
(35)	329	82	411	20.0	246	174	420	41.4
46	256	143	399	35.8	184	132	316	41.8

SCHOOL #72 JUNIOR HIGH FEEDER AREA  
1985-86 ENROLLMENT COMPARED TO 1986-87  
ESTIMATED ENROLLMENT

SCHOOL	1985-86 ENROLLMENT				* 1986-87 ESTIMATED ENROLLMENT			
	W/O	B	T	%B	W/O	B	T	%B
34	402	177	579	30.6	183	151	334	45.2
(45)	246	169	415	59.3	212	163	375	43.5
65	203	191	394	48.5	200	130	330	39.4
111	NOT ELEMENTARY SCHOOL				265	171	436	39.2
112	254	238	492	48.4	204	158	362	43.6
114	310	260	570	45.6	185	141	326	43.2

NOTE:

Elementary School #114 transferred to Junior High School #72 feeder area from the #111 Junior High feeder area

JUNIOR HIGH SCHOOL ENROLLMENT COMPARISONS  
BETWEEN 1985-86 AND 1986-87

SCHOOL	1985-86 ENROLLMENT				*1986-87 ESTIMATED ENROLLMENT			
	W/O	B	T	%B	W/O	B	T	%B
#28	391	163	554	29.4	344	315	659	47.8
④47	369	241	610	39.5	318	227	545	41.7
#61	409	320	729	43.9	ELEMENTARY SCHOOL			
④72	418	284	702	40.5	484	278	762	36.5
#94	260	280	540	51.9	ELEMENTARY SCHOOL			
#98	259	321	580	55.3	ELEMENTARY SCHOOL			
#108	325	305	630	48.4	312	241	553	43.7
#111	252	221	473	46.7	ELEMENTARY SCHOOL			
AJHS	NOT JUNIOR HIGH				461	607	1068	56.8
CAJHS	NOT JUNIOR HIGH				509	445	954	46.6
SJHS	556	597	1153	51.8	643	541	1184	45.7
FMS	525	440	965	45.6	569	474	1043	45.4
<u>NOT AFFECTED</u>								
#101	536	401	937	42.8	536	401	937	42.8
#59	235	228	463	49.2	235	228	463	49.2

\*BASED ON 1985-86 ENROLLMENT

NOTE: #28 Kindergarten to School #39

HIGH SCHOOL ENROLLMENT COMPARISONS  
1985-86 - 1986-87

SCHOOL	1985-86 ENROLLMENT				1986-87 ESTIMATED ENROLLMENT			
	W/O	B	T	%B	W/O	B	T	%B
AHS	468	1072	1540	69.6	CLOSED			
ATHS	1229	864	2093	41.3	1765	1307	3072	42.5
BRHS	565	1039	1604	64.8	748	1047	1795	58.4
CAHS	255	667	922	72.3	CLOSED			
EMHS	949	480	1429	33.6	954	704	1658	42.5
GWHS	812	490	1302	37.6	843	728	1571	46.3
JMHS	658	609	1267	48.1	775	901	1676	53.8
NHS	706	841	1547	54.4	706	841	1547	54.4
TCHHS	1098	563	1661	33.9	1147	891	2038	43.7

Note:

1. Based on 1985-86 enrollment data.
2. Magnet students assigned to CAHS are unassigned - Maximum 275 students.



INDIANAPOLIS PUBLIC SCHOOLS  
JUNIOR HIGH SCHOOL UTILIZATION STUDY

SCHOOL	OPTIMUM CAPACITY	1985		PROPOSED 1986	
		ENR.	UTIL.	ENR.	UTIL.
28	680	554	81.5	659	96.9
(47)	540	610	113.0	545	101.0
59	500	463	92.6	463	92.6
61	720	729	101.3	ELEM. SCHOOL	
(72)	760	702	92.4	762	100.2
94	620	540	87.1	ELEM. SCHOOL	
98	680	580	85.3	ELEM. SCHOOL	
101	960	937	97.6	937	97.6
108	840	630	75.0	553	65.8
111	540	473	87.6	ELEM. SCHOOL	
FMS	1150	965	83.9	1043	90.7
SJHS	1250	1153	92.2	1184	94.7
JMJHS	*1250	NOT JR. HIGH.		1068	85.4
CAJHS	*1100	NOT JR. HIGH		954	86.7

\*Maximum number of junior high students that should be housed in facility - reduced from high school capacity.

**INDIANAPOLIS PUBLIC SCHOOLS  
HIGH SCHOOL UTILIZATION STUDY  
1970 - 1985**

SCHOOL	OPTIMUM CAPACITY 9-40 MIN PDS.	1970		1975		1980		OPTIMUM CAPACITY 1984 7-55 MIN PDS.	1985		PROPOSED 1986	
		ENR.	% UTIL	ENR.	% UTIL	ENR.	% UTIL		ENR.	% UTIL	ENR.	% UTIL
AHS	2877	2676	93.0	1988	69.1	2022	70.3	2400	1540	64.2	CLOSED	6/86
ATHS	5219	4952	94.9	4783	91.6	3644	69.8	4575	2093	45.7	*3072	73.2
BRHS	2479	1965	79.2	1714	69.1	1657	66.8	2100	1604	76.4	1795	85.5
CAHS	2063	1714	83.1	1461	70.8	935	45.3	1800	922	51.2	CLOSED	6/86
EMHS	2137	2452	114.7	2326	108.8	1962	91.8	1990	1429	71.8	1658	83.3
GWHS	1979	2033	102.7	1621	81.9	1607	81.2	1725	1302	75.5	1571	91.1
HEWHS	2564	1533	59.8	1227	47.9	CLOSED 6/77						
JMHS	1921	1865	97.1	2400	124.9	1888	98.3	1723	1267	73.5	1676	97.3
NHS	2272	2705	119.1	2315	101.9	2020	88.9	2057	1547	75.2	1547	75.2
SHS	2729	1709	62.6	1951	71.5	1463	53.6	CLOSED 6/80				
TCHHS	2375	2550	107.3	2408	101.3	2049	86.3	2066	1661	80.4	2038	98.6
TOTALS	28615	26154	91.4	24194	84.6	19247	73.9	20436	13365	65.4	13357	82.3

NOTES: Capacity of Proposed High Schools - 1986 - 16,236

\*275 Maximum Magnet Students Assigned to CAHS Assigned to ATHS - in Home School Count

NOTE: Rational for Optimum Capacity and Related Worksheets in Appendix F on page 94.

# ELEMENTARY ROOM USE AND SCHOOL UTILIZATION 1985-86

SCHOOL				SP			RE-													STUDENT		RM	
	KDG	REG	ED	ART	VMUS	IMUS	SRCE	SST	SP	FLAN	OTHER	AIDE	TUTOR	MLAB	RLAB	USE	RMS	BS	ABLE	CITY	ENROLL	UTILI- ZATION	UTILI- ZATION
	2	1	16	0	1									1	1		20	20	0	450	414	92.00%	100.00%
	11	2	10	0	1	1						1	1				16	16	0	350	344	98.29%	100.00%
	14	1	10	2	1	1							1	1	1		19	18	1	349	318	91.12%	94.74%
	15	4	16	0	1	1									1		23	23	0	600	551	91.83%	100.00%
	18	2	13	2	1	1	0.5	0.5					1	1	1		23	23	0	449	409	91.09%	100.00%
	19	1	8	0	1	0.5	0.5	1					1				13	13	0	250	205	82.00%	100.00%
	20	2	13	2	1	1	1	1				3	1		1		30	26	4	549	422	76.87%	86.67%
	21	2	15	6	2	2						1	1	1	1	1	35	33	2	597	503	84.25%	94.29%
	26	1	24	7	2	2	1	1					1	1	1	1	48	43	5	859	705	82.07%	89.58%
(27)	2	17	6	1	1	1		1					1				31	30	1	622	526	84.57%	96.77%
	31	2	9														11	11	0	325	305	93.85%	100.00%
(AT4)34	2	16	5	2	2	1						1					31	29	2	610	579	94.92%	93.55%
(35)	1	13		1	0.5	0.5									1		17	17	0	375	411	109.60%	100.00%
(CP5)37	2	20	2	1	1	1	1										28	28	0	624	597	95.67%	100.00%
	39	2	17	3	1	0.5	0.5					1	1	1	1	1	29	29	0	561	545	97.15%	100.00%
	42	2	11	4	1	1	1	1		1				1	1	1	27	25	2	473	392	82.88%	92.59%
	43	1	15	7	1	1	1		1			1				1	30	30	0	509	432	84.87%	100.00%
	44	1	16	6	2	1	1	1		1			1	1		1	38	33	5	647	519	80.22%	86.84%
(45)	1	11	8	1	1	1			1				1	1		1	36	27	9	646	415	64.24%	75.00%
	46	1	13	3	1	0.5	0.5	0.5					0.5	0.5	0.5		21	21	0	411	399	97.08%	100.00%
	48	2	12	1	1	1		0.5	0.5	1							19	19	0	412	385	93.45%	100.00%
	49	2	20	0	1	1		0.5	0.5					1		1	28	27	1	625	553	88.48%	96.43%
	50	2	17	0	1	1	1	0.5	0.5			2					28	25	3	600	513	85.50%	89.29%
	54	2	13	6	1	1	1	1	1	1							30	27	3	572	450	78.67%	90.00%
(M13)55	1	13	1	1	0.5	0.5						1					18	18	0	387	332	85.79%	100.00%

SCHOOL	KDG REG		SP		VMUS	IMUS	RE-		SP	FLAN	OTHER	AIDE	TUTOR	MLAB	RLAB	TECHR USE	TOTAL RMS	USED 85	AVAIL- ABLE	CAPA- CITY	STUDENT		RM UTILI- ZATION
			ED	ART			SRCE	SST													85 ENROLL	UTILI- ZATION	
M9)	56	1	19	1	1	1						1	1		1		31	27	4	637	479	75.20%	87.10%
	57	1	11	2	1	1	1		1								20	19	1	374	340	90.91%	95.00%
	58	2	15	4	1	1	1	1	1	1						1	30	28	2	573	472	82.37%	93.33%
AT6)	60	2	18	3	1	1							1				26	26	0	586	855	91.44%	100.00%
	60N		13	2	1	1	1		1			1		1	2		23	23	0	349			
	64	1	17	0	1	1	1					1	1	1	1		25	25	0	475	419	88.21%	100.00%
	65	1	13	0	1	1	1		1			1	1				23	20	3	450	394	87.56%	86.96%
M7)	67	2	29	2	2	2	1	0.5	0.5	1	1	1	1	1	1	2	48	47	1	874	803	91.88%	97.92%
	68	2	17	4	1	0.5	0.5										25	25	0	573	556	97.03%	100.00%
	69	2	13	4	1	1	1	1		1	1					1	29	26	3	548	419	76.46%	89.66%
AT5)	70	2	19	4	1	1	1										28	28	0	623	576	92.46%	100.00%
	74	2	12	0	1	0.5	0.5								1		25	17	8	600	335	55.83%	68.00%
	78	2	17	4	1	1	1		1	1	1				2		32	31	1	598	538	89.97%	96.88%
B13)	79	2	30	2	2	1	1	1	1	1							43	41	2	924	908	98.27%	95.35%
	81	2	13	4	1	1	0						1				22	22	0	473	412	87.10%	100.00%
	82	1	18	5	1	1	1	1	1	1						1	31	31	0	560	527	94.11%	100.00%
	83	1	10	5	1	1	1									1	23	20	3	435	353	81.15%	86.96%
AT5)	84	2	17	0	1												20	20	0	525	491	93.52%	100.00%
	85	1	8	0	1	1	1		1							1	14	14	0	250	229	91.60%	100.00%
AT5)	86	1	12	0	1	1	1			1							19	17	2	400	328	82.00%	89.47%
	87	2	13	3	1	0.5	0.5										20	20	0	461	402	87.20%	100.00%
	88	2	14	2	1	1	1	1									25	22	3	549	443	80.69%	88.00%
	89	2	10	0	1	1	0										20	14	6	500	338	67.60%	70.00%
AT6)	90	2	18	1	1	1	1										24	24	0	562	620	110.32%	100.00%
AT6)	92	2	19	5	2.5	2.5		1									38	32	6	785	568	72.36%	84.21%
	93	1	17	2	1	1											23	22	1	524	451	86.07%	95.65%
	96	1	15	7	1	1											27	25	2	559	501	89.62%	92.59%

SCHOOL	KDG REG		SP ED	ART	VMUS	IMUS	RE- SRCE SST		SP	FLAN	OTHER	AIDE	TUTOR	MLAB	RLAB	USE	RMS	85	AVAIL- ABLE	CAPA- CITY	85 ENROLL	STUDENT UTILI- ZATION	RM UTILI- ZATION	
(AT5)99	1	17	3	1	1	1	0.5	0.5	1	1	1						28	28	0	511	620	121.33%	100.00%	
102	1	14	0	1	0.5	0.5											17	17	0	400	458	114.50%	100.00%	
103	2	17	3	1	1	1											25	25	0	561	548	97.68%	100.00%	
AT5)105	1	21	1	1	1	1	1		1								29	28	1	612	543	88.73%	96.55%	
106	1	11	0	2	1	1			1								22	17	5	450	286	63.56%	77.27%	
AT4)107	1	27	0	1	0.5	0.5											30	30	0	725	684	94.34%	100.00%	
109	1	12	0	1	1		0.5			0.5							18	16	2	400	289	72.25%	88.89%	
110	2	24	11	2	2	1			1					1	1		51	45	6	982	761	77.49%	88.24%	
112	2	16	2	2	2	1								0.5	0.5	1	31	27	4	624	492	78.85%	87.10%	
113	3	22	3	2	1	1	1										38	33	5	861	690	80.14%	86.84%	
DCB)114	2	22	2	2	2	1	1	1									37	33	4	774	570	73.64%	89.19%	
TOTAL	101	988	162	74.5	63.5	41.5	21	11.5	18	5.5	7	17	17.5	13	24	11	1689	1576	113	34519	29922	86.68%	93.31%	
SCHOOL	KDG	REG	SP ED	ART	VMUS	IMUS	RE- SRCE	SST	SP	FLAN	OTHER	AIDE	TUTOR	MLAB	RLAB	USE	TCHR RMS	TOTAL 85	USED 85	AVAIL- ABLE	CAPA- CITY	85 ENROLL	STUDENT UTILI- ZATION	RM UTILI- ZATION

APACITY = (# HOMEROOMS AVAILABLE X 25 STUDENTS PER ROOM) + (# SPECIAL ED RMS X 12 STUDENT PER ROOM)

TUDENT UTILIZATION = CURRENT ENROLLMENT / CAPACITY

SCHOOL UTILIZATION = RMS USED 85 / TOTAL RMS

LANNING DEPT. 1/6/86

D 402A

EMMERICH MANUAL HIGH SCHOOL  
2405 Madison Avenue

Effective September 1986

Area A

Beginning at the intersection of White River and Interstate 70, east along the Interstate to Madison Avenue; southeast on Madison to Morris Street; west on Morris to Meridian Street; south on Meridian to Arizona Street; east on Arizona to Talbott Avenue; south on Talbott to Terrace Avenue; east on Terrace to South East Street; south on East Street to the Conrail Railroad; east along the railroad to South State Avenue; south on State to Raymond Street; east on Raymond to Perkins Street; south on Perkins to Troy Avenue; west on Troy to Dawson Street extended; south along Dawson extended and Dawson Street, both sides included, to Murray Street extended; west along Murray extended to State Street; south on State to Hanna Avenue; east on Hanna to Keystone Avenue; following the old city boundary south and west to the Penn Central Railroad; north along the railroad to Redfern drive; west on Redfern to the Madison Avenue Expressway; north and west along the Expressway to Troy Avenue; west on Troy to White River; north and east along White River to Interstate 70, the point of beginning.

Area B

Beginning at the intersection of East 38th Street and North Pennsylvania Street, east on 38th to Fall Creek; southwest along Fall Creek to East 34th Street; west on 34th to Pennsylvania Street; north on Pennsylvania to 38th Street, the point of beginning.

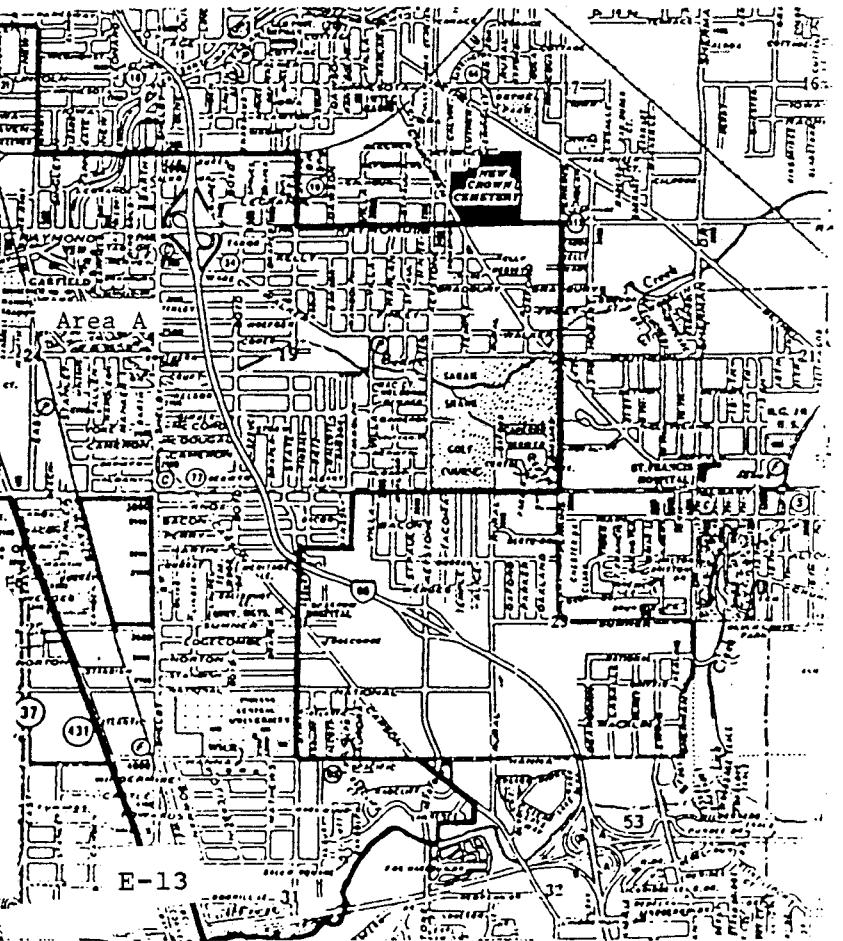
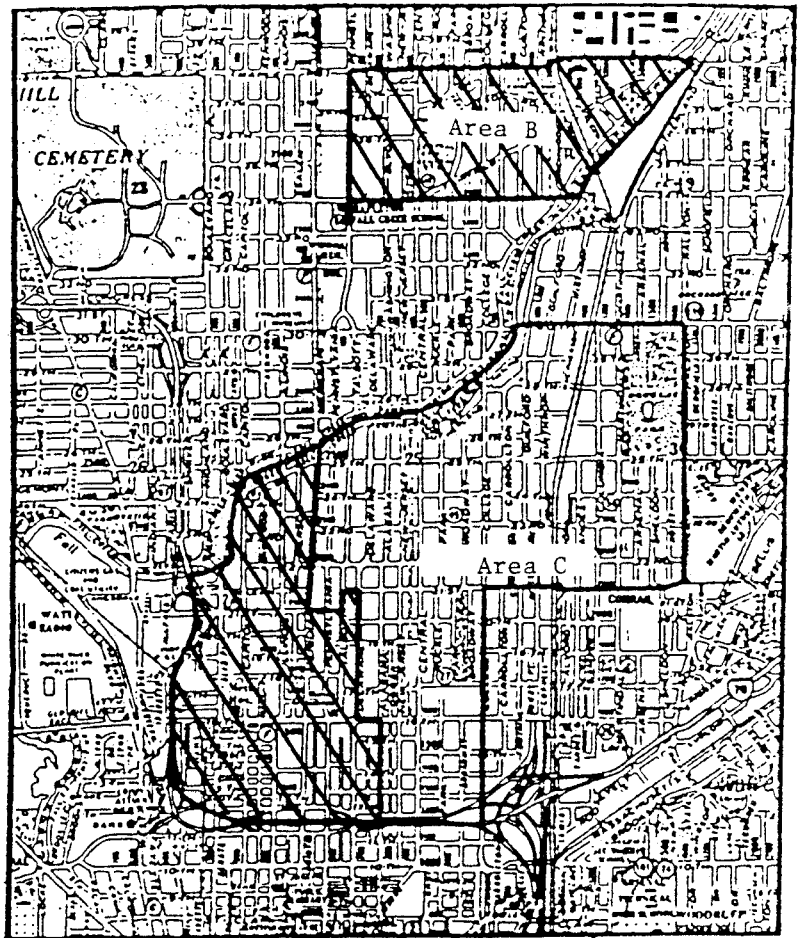
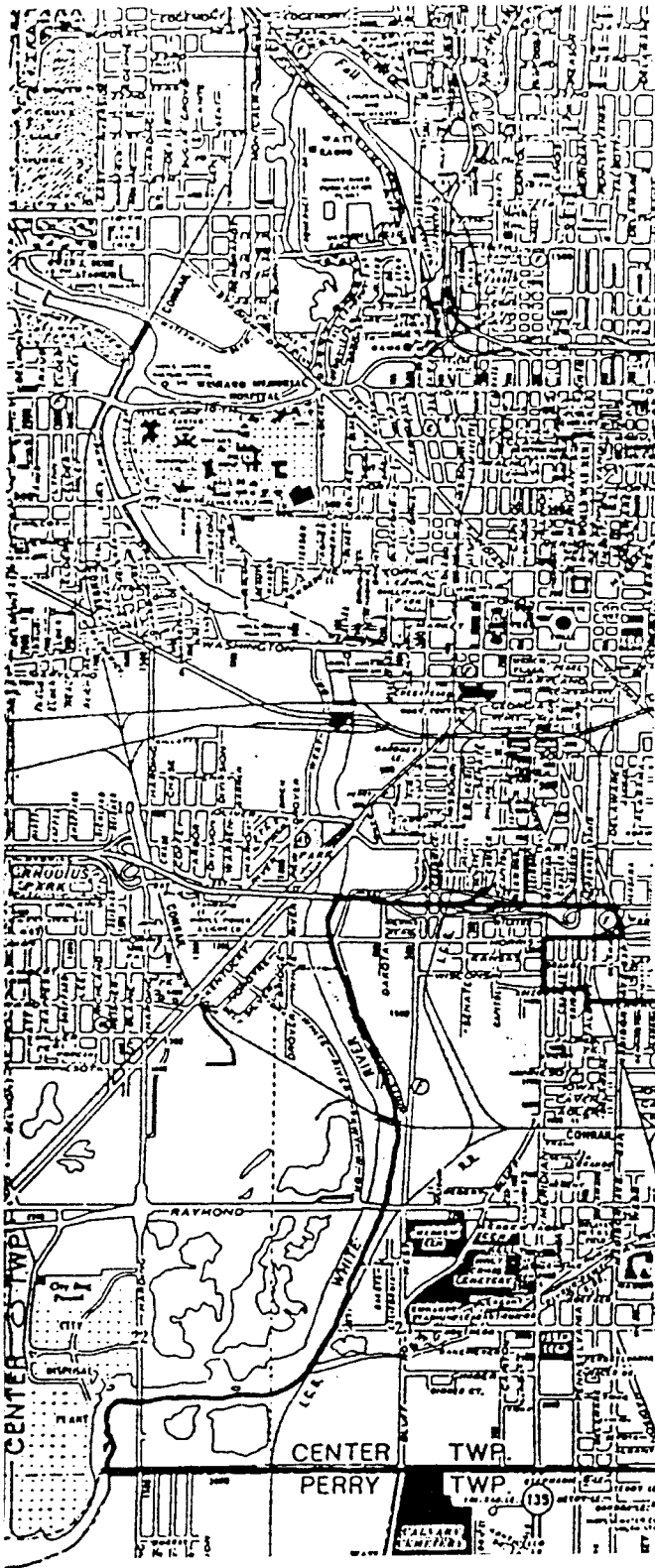
Area C

Beginning at the intersection of Fall Creek and East 30th Street, east on 30th to Ralston Avenue; south on Ralston to the Conrail Railroad; east along the railroad to 21st Street extended; west on 21st Street extended and 21st Street to College Avenue; south on College to Interstate 65; west and north along the Interstate to Fall Creek; northeast along Fall Creek to East 30th, the point of beginning.

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All parts of the boundary line having street (including avenue, lane, drive, etc.) designations are to be interpreted as in the middle of (the street) unless described otherwise.

4/86



Area added from C.A.H.S.



EMMERICH MANUAL HIGH SCHOOL

EFFECTIVE 9-86

BOUNDARY FOR SCHOOL NO. 27  
545 East 19th Street

Effective September 1986

Area A

Beginning at the intersection of East 21st Street and North Delaware Street, east on 21st Street to North College Avenue; south on College to Interstate 65; west along the Interstate to Delaware Street; north on Delaware to 21st Street, the point of beginning.

Area B

Beginning at the intersection of West Washington Street and Belmont Avenue, east on Washington to Koehne Street; north on Koehne to New York Street; east on New York to White River; south and east along White River to the Conrail Railroad; north and west along the railroad to Interstate 70; west on Interstate 70 to South Belmont Avenue; north on Belmont to Washington Street, the point of beginning.

Area C

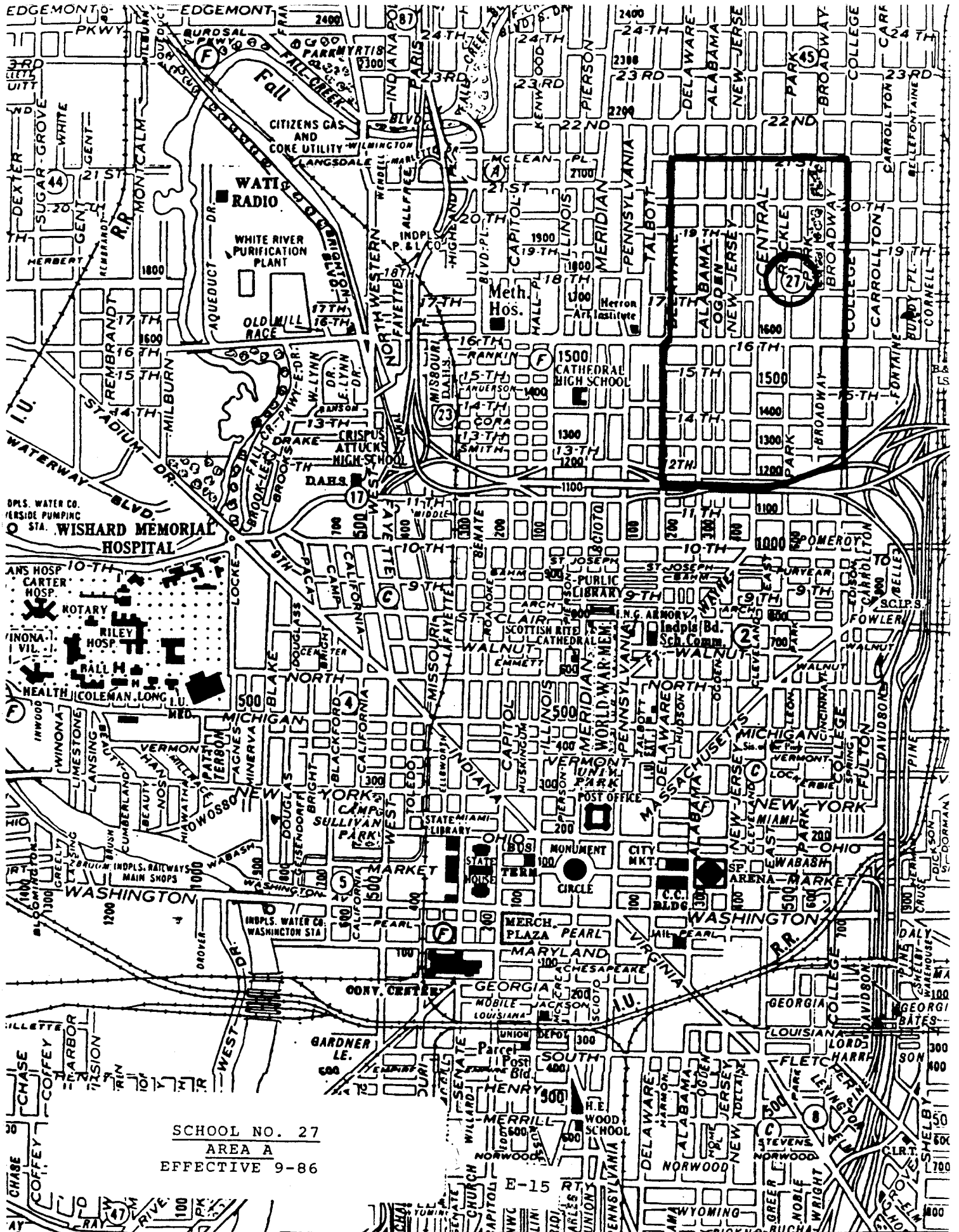
Beginning at the intersection of the White River and the Conrail Railroad; east along the railroad to South Meridian Street; south on Meridian to Troy Avenue; west on Troy to the White River; northeast along the White River to the Conrail Railroad, the point of beginning.

All pupils in grades 7 and 8 from the above area are assigned to Junior High School No. 47.

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All parts of the boundary line having street (including avenue, lane, drive, etc.) designations are to be interpreted as in the middle of (the street) unless described otherwise.

4/86

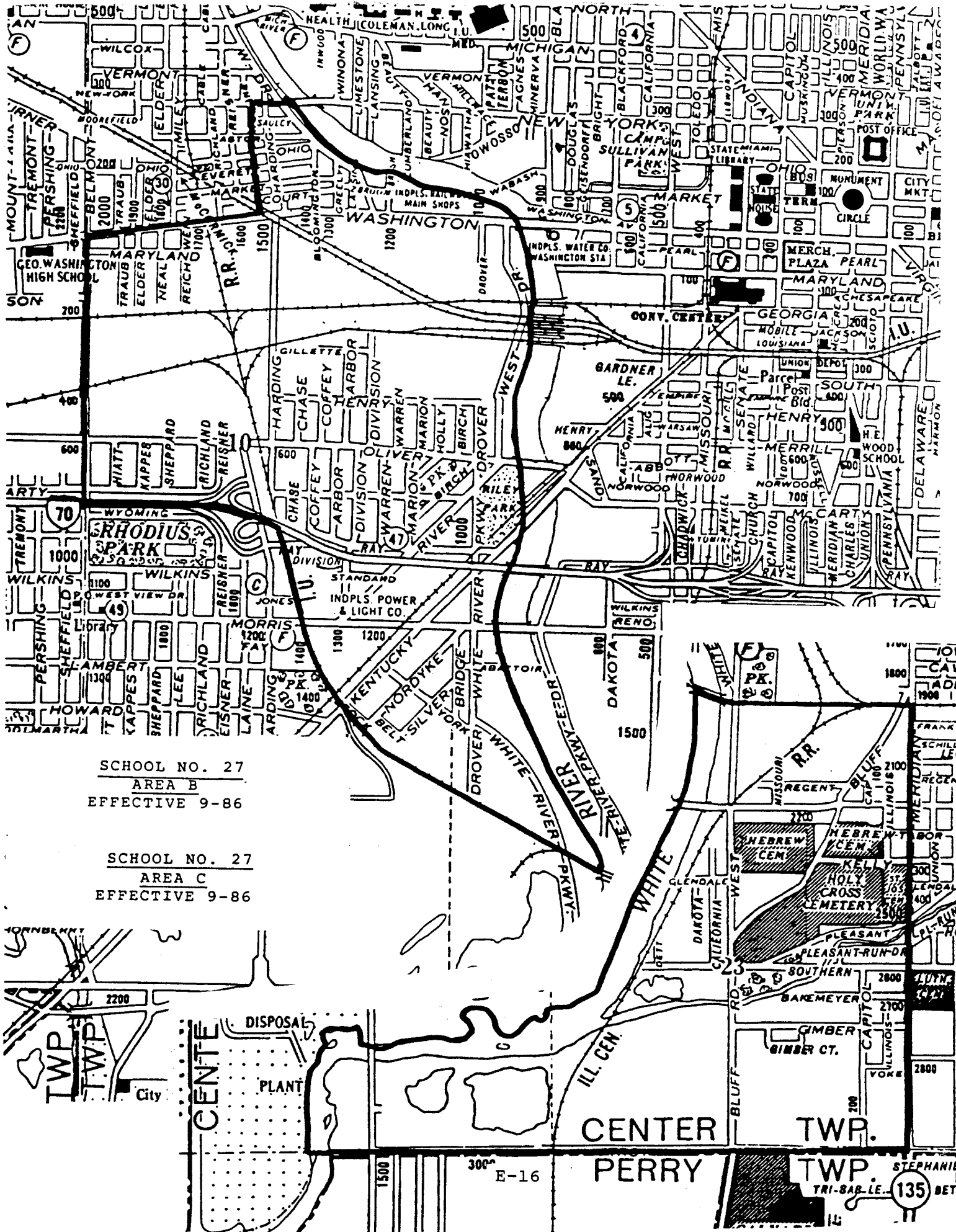




SCHOOL NO. 27  
AREA A  
EFFECTIVE 9-86

SCHOOL NO. 27  
AREA B  
EFFECTIVE 9-86

SCHOOL NO. 27  
AREA C  
EFFECTIVE 9-86



300° E-16

135

BOUNDARY FOR SCHOOL NO. 35  
209 East Raymond Street

Effective September 1986

Area A

Beginning at the intersection of Iowa Street and South Meridian Street, east on Iowa to Madison Avenue Expressway; south on Madison to the Conrail Railroad; east along the railroad to South East Street; south on East to Pleasant Run Parkway, North Drive; southwest along the Parkway to South Meridian Street, north on Meridian to Iowa Street, the point of beginning.

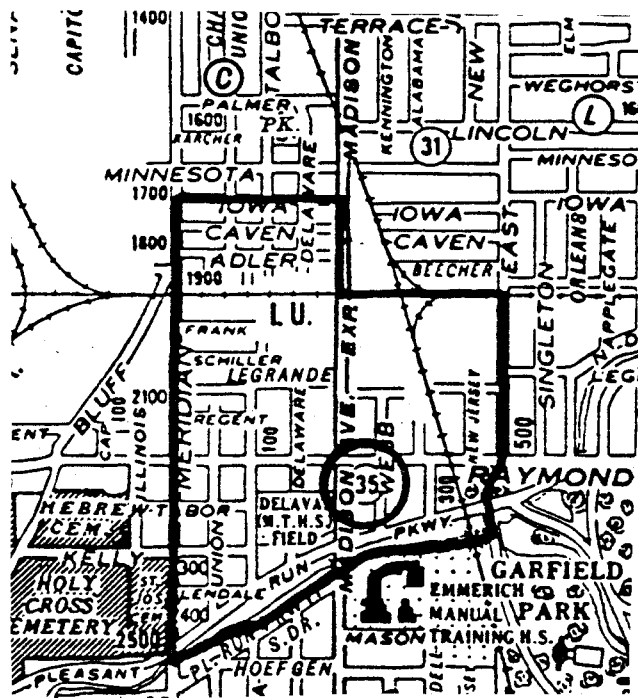
Area B

Beginning at the intersection of West 28th Street and Interstate 65, east on 28th to North Capitol Avenue to Fall Creek; north and east along Fall Creek to Talbott Street; south on Talbott to East 21st Street; east on 21st to North Delaware Street; south on Delaware to East 16th Street; west on 16th to Interstate 65; north on the Interstate to 28th Street, the point of beginning.

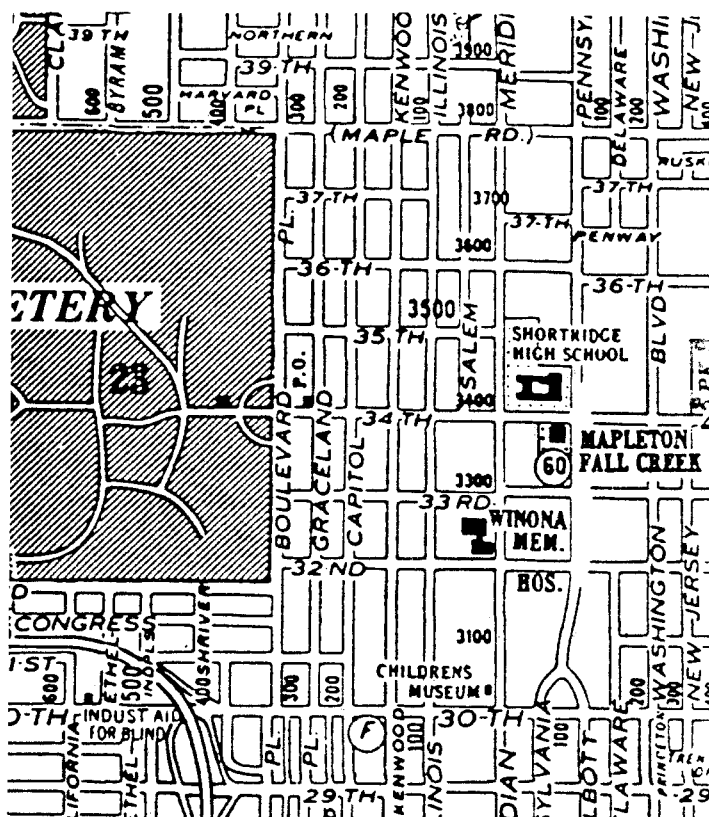
All pupils in grades 7 and 8 from the above area are assigned to Junior High School No. 47.

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All parts of the boundary line having street (including avenue, lane, drive, etc.) designations are to be interpreted as in the middle of (the street) unless described otherwise.

4/86



SCHOOL NO. 35  
AREA A  
EFFECTIVE 9-86



SCHOOL NO. 35  
AREA B  
EFFECTIVE 9-86

BOUNDARY FOR SCHOOL NO. 45  
2301 North Park Avenue

Effective September 1986

Area A

Beginning at the intersection of East 25th Street and North Central Avenue, east on 25th Street to North College Avenue; south on College to East 21st Street; west on 21st to North Central Avenue; north on Central to East 25th Street, the point of beginning.

Area B

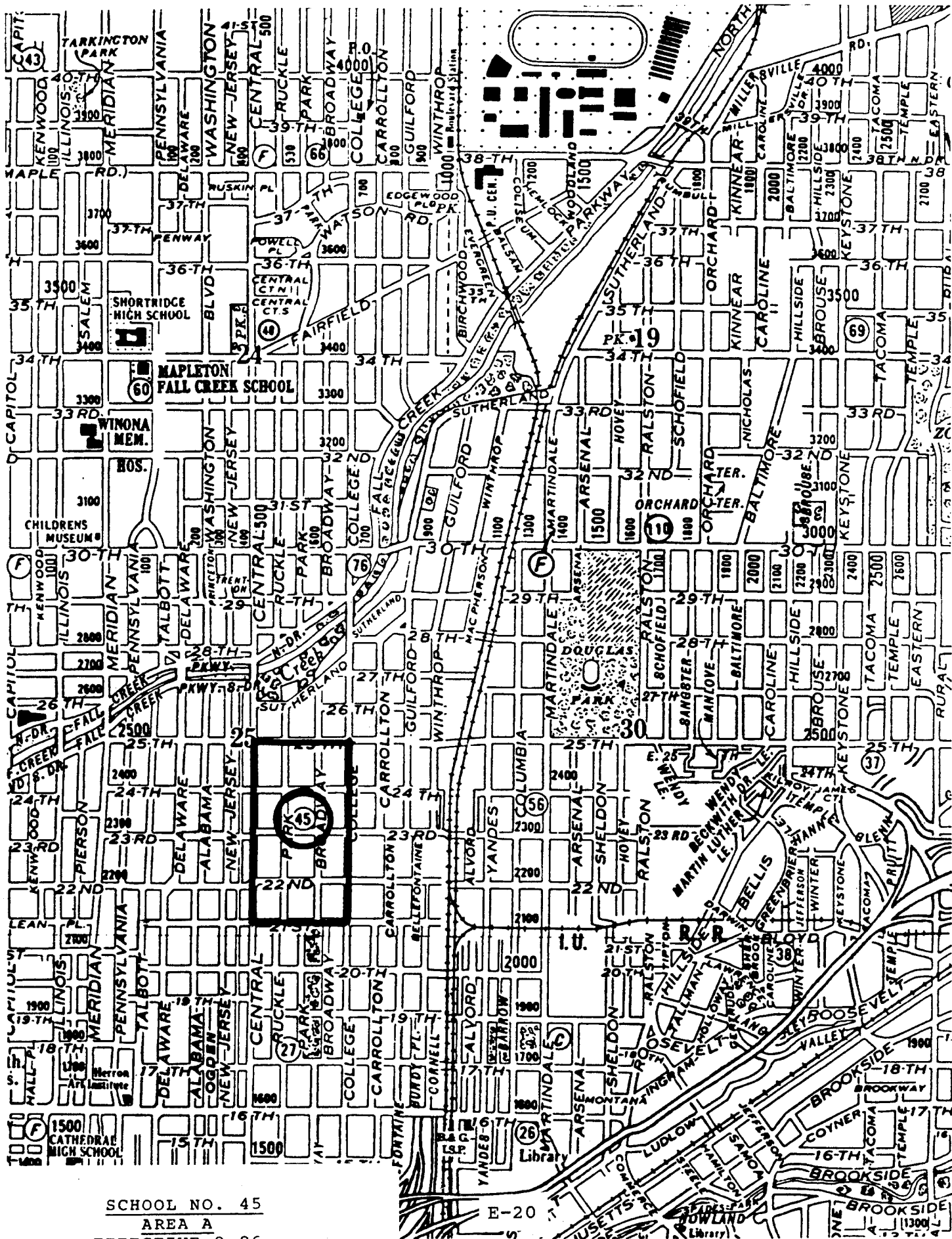
Beginning at the intersection of the I. U. (Belt) Railroad and South East Street, east along the railroad to Interstate 65; south along the Interstate to Troy Avenue; west on Troy to Shelby Street; south on Shelby to Hanna Avenue; west on Hanna to Madison Avenue; north on Madison to Troy Avenue; west on Troy to South Meridian Street; north on Meridian Street to Pleasant Run Parkway; northeast along Pleasant Run to East Street; north on East Street to the I. U. (Belt) Railroad, the point of beginning.

All pupils in grades 7 and 8 from Areas A and B are assigned to Junior High School No. 72.

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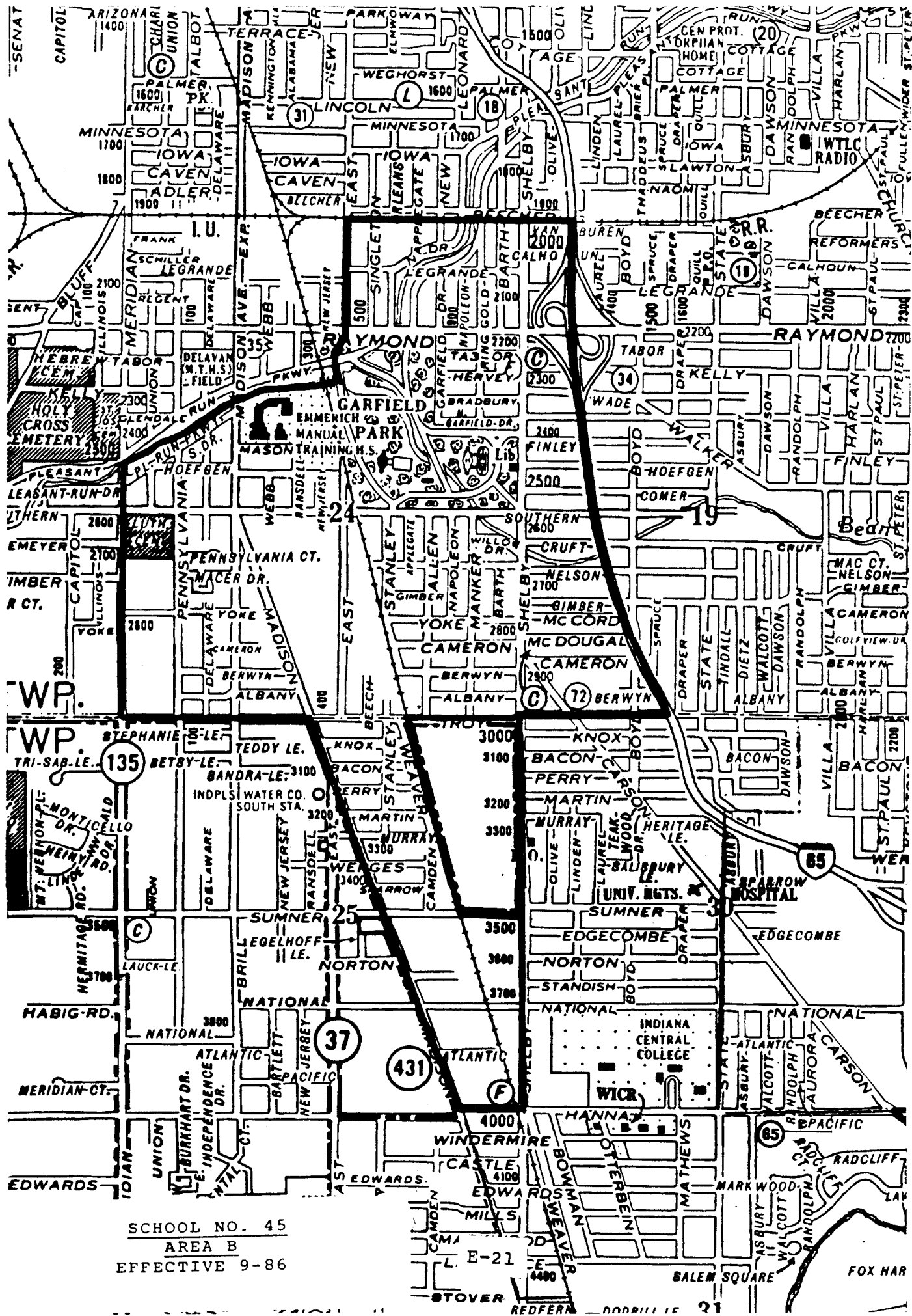
All parts of the boundary line having street (including avenue, lane, drive, etc.) designations are to be interpreted as in the middle of (the street) unless described otherwise.

4/86



SCHOOL NO. 45  
AREA A  
EFFECTIVE 9-86





SCHOOL NO. 45  
AREA B  
EFFECTIVE 9-86

BOUNDARY FOR JUNIOR HIGH SCHOOL NO. 47  
777 South White River Parkway, West Drive

Effective September 1986

Area A

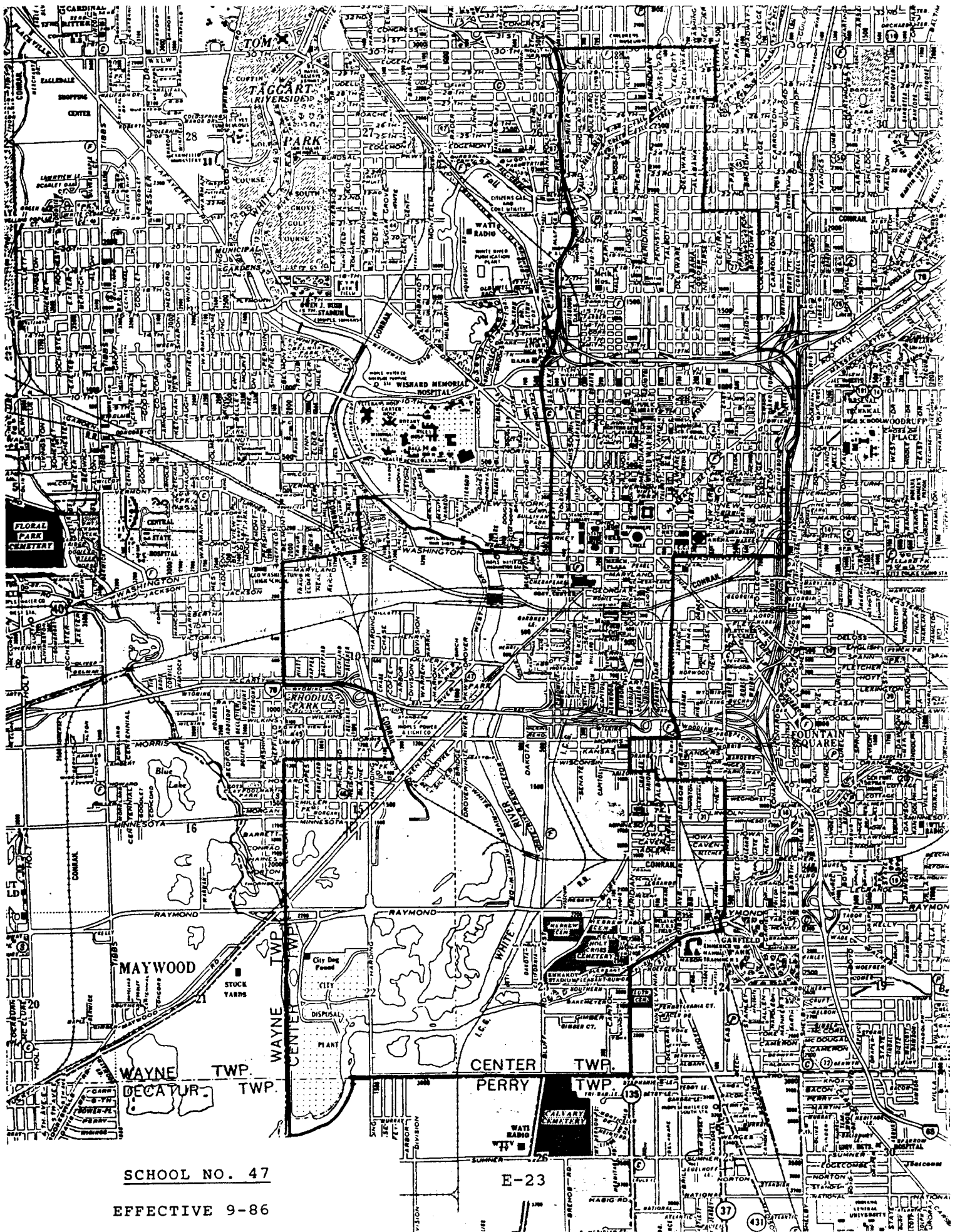
Beginning at the intersection of West 30th Street and Interstate 65, east on 30th Street to Central Avenue; south on Central to Fall Creek; west along Fall Creek to North New Jersey Street; south on New Jersey to East 21st Street; east on 21st to North College Avenue; south on College to Interstate 65; south along the interstate to East Washington Street; west on Washington to South Delaware Street; south on Delaware to the Madison Avenue Expressway; south along Madison Avenue to East Morris Street; west on Morris to South Meridian Street; south on Meridian to Arizona Street; east along Arizona to South Talbott Street; south on Talbott Street to Terrace Avenue; east on Terrace to South East Street; south on East to Pleasant Run Parkway, North Drive; southwest along the Parkway to South Meridian Street; south on Meridian to Troy Avenue; west on Troy to White River; south and west along White River, continue following the old city boundary south and west and north to West Raymond Street and South Belmont Avenue; north on Belmont to Lambert Street; east on Lambert to the I. U. Belt Railroad; north and west along the railroad to Interstate 70; west along the Interstate to South Belmont Avenue; north on Belmont to West Washington Street; east on Washington to Koehne Street; north on Koehne to West New York Street; east on New York to White River; south and east along White River to Washington Street; east on Washington to West Street; north on West Street to Interstate 65; north on the Interstate to 30th Street, the point of beginning.

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All parts of the boundary line having street (including avenue, lane, drive, etc.) designations are to be interpreted as in the middle of (the street) unless described otherwise.

4/86





SCHOOL NO. 47

E-23

EFFECTIVE 9-86

BOUNDARY FOR JUNIOR HIGH SCHOOL NO. 72  
1202 East Troy Avenue

Effective September 1986

Area A

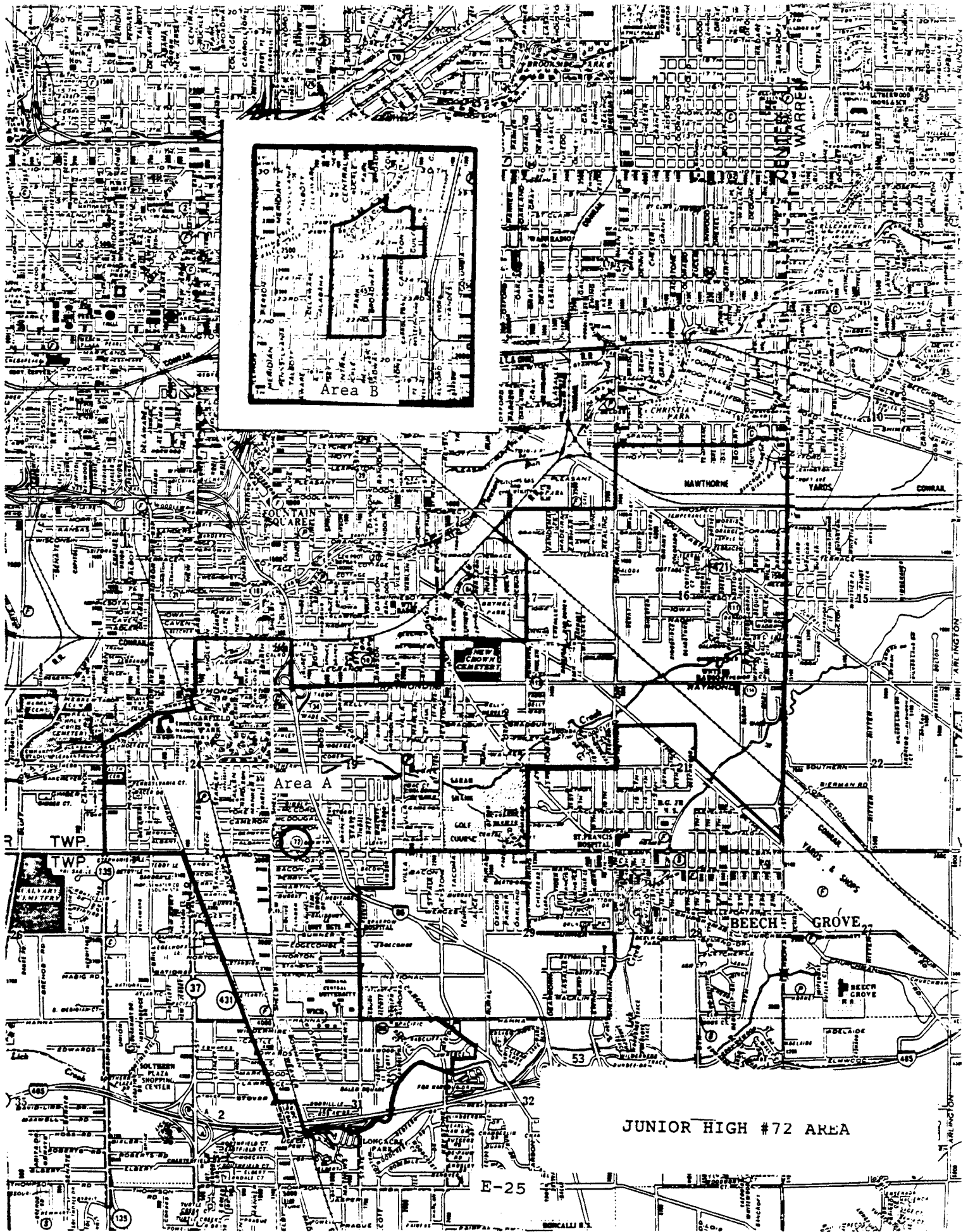
Beginning at the intersection of the I. U. (Belt) Railroad and South East Street, east along the railroad to Interstate 65; south along the Interstate to Raymond Street; east on Raymond to South Keystone Avenue; north on Keystone to Reformers; east on Reformers and Reformers extended to South Perkins Street; north on Perkins to the Conrail Railroad; northwest along the railroad to the I. U. (Belt) Railroad; northeast along the railroad to Prospect Street; east on Prospect to South Sherman Drive; north on Sherman to Fletcher Avenue; east on Fletcher to South Emerson Avenue; south on Emerson to Bethel Avenue; northwest along Bethel Avenue, neither side included, and following the old city boundary to Sherman Drive; south on Sherman to Southern Avenue; west on Southern to Perkins Street; south on Perkins to Albany Street; west on Albany to Dawson Street extended; south along Dawson extended and Dawson Street, both sides included, to Murray Street extended; west along Murray extended to State Street; south on State to Hanna Avenue; east on Hanna to Keystone Avenue; following the old city boundary south and west to the Penn Central Railroad; north along the railroad to Redfern drive; west on Redfern to the Madison Avenue Expressway; north and west along the Expressway to Troy Avenue; west on Troy to Meridian Street; north on Meridian Street to Pleasant Run Parkway; northeast on Pleasant Run to South East Street; north on East to the I. U. (Belt) Railroad, the point of beginning.

Area B

Beginning at the intersection of Fall Creek and North New Jersey Street, south on College to West 28th Street; east on 28th Street to Guilford Avenue; south on Guilford to 27th Street; east on 27th Street to Winthrop Avenue; south on Winthrop to 25th Street; west on 25th Street to North College Avenue; south on College to 21st Street; west on 21st Street; to North New Jersey Street; north on New Jersey to Fall Creek, the point of beginning.

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All parts of the boundary line having street (including avenue, lane, drive, etc.) designations are to be interpreted as in the middle of (the street) unless described otherwise.



JUNIOR HIGH #72 AREA

E-25

# **APPENDIX F**

## **RAYMOND STREET INFORMATION**

## RAYMOND STREET IMPROVEMENTS

### PHASE I

RAYMOND STREET, MERIDIAN STREET TO SHELBY STREET

Project length = 1.08 Miles

Widen to a four (4) lane divided highway

Widen bridge over Madison Avenue

Replace bridge over Pleasant Run Creek

Right-of-way engineering and land acquisition anticipated  
1988-89

Approximately 6.35 acres of new permanent right-of-way  
requested.

48 Residences, 3 businesses, 1 Church, and 1.84 acres of  
north boundary of Garfield Park

Anticipated construction - 1990

Design consultant: American Consulting Engineers, Inc.

DOT Project Engineer: Bill Chappell, P.E.

### PHASE II

RAYMOND STREET, WHITE RIVER TO MERIDIAN STREET

Project length = .786 Miles

Widen to a four (4) lane divided roadway

New bridge over White River

Parallel to existing - immediately north - for Westbound traffic

Existing bridge to be repaired for Eastbound traffic

Right-of-way engineering and land acquisition anticipated  
1988-1989

Approximately 4.4 acres of new permanent right-of-way required  
Acquisition of 3 residence, 3 commercial buildings and 6  
garage/sheds

Anticipated construction 1990-1991

Design Consultant: Floyd E. Burroughs, Inc.

DOT Project Engineer: Leo J. Rumschlag, P.E.

# **APPENDIX G**

## **TAX ABATEMENT RESOLUTIONS**

METROPOLITAN DEVELOPMENT COMMISSION

MARION COUNTY, INDIANA

RESOLUTION NO. 87-165, 1987



WHEREAS, I.C. 6-1.1-12.1 allows a partial abatement of property taxes attributable to redevelopment or rehabilitation activities (hereinafter "project") in "Economic Revitalization Areas," and

WHEREAS, I.C. 6-1.1-12.1 empowers the Metropolitan Development Commission (hereinafter "Commission") to designate Economic Revitalization Areas within Marion County by following a procedure involving adoption of a resolution, provision of public notice, conduct of a public hearing and confirmation of that resolution or a modified version of said resolution, and

WHEREAS, I.C. 6-1.1-12.1 empowers the Commission to establish general standards to be used, along with the requirements set forth in the definition of Economic Revitalization Area, in finding an area to be an Economic Revitalization Area, to charge an application fee and to limit the length of the Economic Revitalization Area designation to a certain number of calendar years, and

WHEREAS, I.C. 6-1.1-12.1 (as amended by House Enrolled Act No. 1757, 1987) requires an applicant for Economic Revitalization Area designation to provide a statement of benefits and requires the Commission, before it makes a decision to designate such an area as an Economic Revitalization Area, to determine that the proposed project can be reasonably expected to yield the benefits identified in the statement of benefits and determine that the statement of benefits is sufficient to justify Economic Revitalization Area designation, and

WHEREAS, I.C. 6-1.1-12.1 allows the Commission to determine the length of the abatement period at either 3, 6 or 10 years, with a statutorily prescribed deduction schedule for each period, and

WHEREAS, I.C. 6-1.1-12.1 allows the Commission to make the determination about whether the period of deduction is 3, 6 or 10 years at the time an area is designated as an Economic Revitalization Area, and

WHEREAS, the Commission desires to make decisions about Economic Revitalization Area designation and the length of the deduction period in a manner whereby citizens of Marion County will benefit by the creation of permanent jobs, expansion of the property tax base, protection of private investment and revitalization of the central city and other intensely developed areas of the County, and

WHEREAS, the Commission desires to make decisions about Economic Revitalization Area designation and the length of the deduction, to further a policy of efficiently utilizing areas of the County where municipal services are provided and facilities are in place as opposed to requiring citizens to bear additional cost of public facilities and services necessary to foster or support perimeter growth, and

WHEREAS, the Commission has considered information, including the following, relative to various geographic areas in Marion County:

1. Incidence of obsolete, deteriorated, substandard or vacated commercial, industrial and residential structures;
2. Age of commercial, industrial and residential structures;
3. Extent of recent commercial, industrial and residential development;
4. Change in the nature of occupancy of commercial, industrial and residential structures;
5. Location and extent of public facilities and services necessary to support development;
6. The program of the City of Indianapolis under which redevelopment plans, neighborhood plans, corridor plans and plans for historic districts are prepared for geographic in which the Commission has a special interest in encouraging or guiding development; and,
7. The program for the City of Indianapolis under which allocation areas are established in redevelopment districts for the purpose of allowing property taxes attributable to new development to be used relative to public improvement and redevelopment in the allocation area, and

WHEREAS, after considering the desirability of various geographic areas in Marion County for normal development, the benefits to the community which would result from commercial, industrial and residential development in various geographic areas in Marion County and the need for tax revenue from allocation areas to accomplish public improvements and redevelopment in some redevelopment areas, the Commission has concluded that to be eligible for Economic Revitalization Area designation, the property should generally:

1. be located in either the Indianapolis Police Special Service District or the Indianapolis Fire Special Service District, and
2. not be located in that part of a redevelopment district which has been declared an allocation area as defined in I.C. 36-7-15.1-26;

and that in making decisions and the length of the deduction period, the Commission should consider:

1. whether there is compliance with the "undesirable for normal development" statutory criterion, and



2. either:

- A. if the property is located in a redevelopment area, local historic district or area which is the subject of a subarea plan (e.g., neighborhood plan, corridor plan) relative to which the Commission has adopted a separate tax abatement policy, whether the standards set forth in the Commission's tax abatement policy for such areas are met, or
- B. if the property is not located in a redevelopment area, local historic district or subarea relative to which the Commission has adopted a separate tax abatement policy, whether standards set forth in this resolution for commercial, industrial and residential development area met, and

WHEREAS, I.C. 6-1.1-12.1 (as amended by House Enrolled Act No. 1757, 1987) specifies several kinds of projects which are not eligible to receive an abatement of taxes unless the project is located in an Economic Revitalization Area and is also located in an Economic Development Target Area (which area is established by action of the Economic Development Commission and City-County Council), and

WHEREAS, it is the desire of the Commission to follow the provisions of I.C. 6-1.1-12.1 (e) (as amended by House Enrolled Act No. 1757, 1987) and make certain projects, listed in that subsection, not eligible for a partial abatement of property taxes, and

WHEREAS, it is the desire of the Commission to develop a procedure that will allow property owners who desire to have their property designated as an Economic Revitalization Area to conveniently apply for such designation and receive a decision with reasonable promptness, and

WHEREAS, it is the desire of the Commission to receive information and analysis from both the applicant and staff of the Department of Metropolitan Development (hereinafter "Department"), sufficient to allow it to make a fair and reasonable decision;

NOW, THEREFORE, BE IT RESOLVED:

- 1. Each application for Economic Revitalization Area designation must meet the following requirements:
  - A. The property must be located within the either Indianapolis Police Special Service District or the Indianapolis Fire Special Service District. However, property in a redevelopment area, local historic district or subarea which is eligible to receive Economic Revitalization Area designation under a Commission policy described in paragraph 4, E, (1) is not required to be in such a district. Also, the property for an industrial project is not required to be located in such a district in the circumstances set forth in paragraph 4, E, (2) INDUSTRIAL;

- B. The intended use of the property must be allowed by applicable zoning restrictions. If it is not, the necessary variance, rezoning or approval petitions must be on file at the time of filing of the application for Economic Revitalization Area designation and the variance, rezoning or approval petitions must be approved before the final hearing on the Economic Revitalization Area resolution;
  - C. The property must be located entirely outside of a previously established allocation area as defined in I.C. 36-7-15.1-26. However, in certain exceptional circumstances, Economic Revitalization Area designation may be approved for a project in an allocation area if the property tax revenues derived from the property's increase in assessed valuation are not needed by the Division of Economic and Housing Development of the Department to adequately fund public improvements or redevelopment in the allocation area in accordance with the applicable development financing plan of the Division;
  - D. The application must be made by all owners of the property;
  - E. The application must be made before a building permit is obtained or construction work is initiated. Exceptions may be allowed by the Commission if substantial evidence is provided by the owner that the obtaining of a building permit or accomplishment of construction work was necessitated by emergency circumstances. Examples of possible exceptions would be construction accomplished to an existing building to prevent incipient structural failure or to protect it from the damaging effects of weather.
  - F. The project must not include any of the following facilities: private or commercial golf course, country club, massage parlor, tennis club, skating facility (including roller skating, skateboarding, or ice skating), racquet sports facility (including any handball or racquetball court), hot tub facility, suntan facility, or racetrack;
  - G. The application must include the following "statement of benefits" about the proposed project:
    - (1) The description of the proposed project,
    - (2) An estimate of the number of individuals who would be employed or whose employment will be retained by the applicant as a result of the project and an estimate of the annual salaries of these individuals,
    - (3) An estimate of the value of the project.
2. Nonrefundable fees for making application for Economic Revitalization Area designation to be paid at the time of submission are:
- \$25.00 if the project involves a single family dwelling unit;
  - \$200.00 if the value of the project is less than \$75,000.00;
  - \$400.00 if the value of the project is \$75,000.00 or more but less than \$250,000.00;

\$600.00 if the value of the project is \$250,000.00 or more but less than \$500,000.00;

\$800.00 if the value of the project is \$500,000.00 or more but less than \$1,000,000.00;

\$1.00 per \$1,000.00 if the value of the project is \$1,000,000.00 or more but less than \$10,000,000.00;

\$10,000.00 if the value of the project is \$10,000,000.00 or more.

3. The Department staff is directed to review each application for completeness and accuracy, gather and provide additional information needed by the Commission to make an appropriate decision, analyze the application and supplemental material and formulate a comment suggesting to the Commission the kind of findings and determinations that it should make relative to the project and recommending that the property be designated or not be designated an Economic Revitalization Area and, if suggesting designation, recommending the length of the deduction period. After providing a copy of the staff analysis and comment to the applicant, Department staff shall place the request for Economic Revitalization Area designation on the agenda for action by the Commission. In the instance where the comment recommends negative action, the staff shall allow the applicant a reasonable period of time (not less than five days) to further explain or provide additional facts regarding the application, and if considered desirable by the applicant, to amend the application. In the instance of an application for a project the total cost of which exceeds \$500,000.00, or in other instances where it would be useful, staff may take up to forty-five days to prepare a cost-benefit analysis.
4. The following standards shall be considered by the Commission in making decisions about Economic Revitalization Area designation and the length of the deduction period:
  - A. Whether there is compliance with the following statutory criterion "(the area)... has become undesirable for, or impossible of, normal development and occupancy because of a lack of development, cessation of growth, deterioration of improvements or character of occupancy, age, obsolescence, substandard buildings or other factors which have impaired values or prevent a normal development of property or use of property," and
  - B. Whether there is compliance with the statutory requirement that the project not include any of the following facilities: private or commercial golf course, country club, massage parlor, tennis club, skating facility (including roller skating, skateboarding, or ice skating), racquet sports facility (including any handball or racquetball court), hot tub facility, suntan facility or racetrack, and

C. Whether there is compliance with the statutory requirement that the following facilities, unless the facilities are located in an Economic Development Target Area, not be allowed partial abatement of property taxes:

- (1) A facility, the primary purpose of which is retail food and beverage service,
- (2) A facility, the primary purpose of which is automobile sales or service,
- (3) A facility, the primary purpose of which is other retail,
- (4) A one or two family dwelling or any multifamily facility with three or more units that does not contain at least twenty (20) percent of the units available for use by low and moderate income individuals.

While state law does not allow these projects (even if located in a designated Economic Revitalization Area) to receive a partial abatement of real property taxes unless the facility is located in an Economic Development Target Area (as established pursuant to I.C. 6-1.1-12.1-7) the Commission will designate areas as Economic Revitalization Areas without Economic Development Target Area designation, thus allowing the Economic Development Commission and City-County Council to take action at a subsequent time to designate the area an Economic Development Target Area, and

D. Whether the Commission is able to make the statutorily required determination that the project can be reasonably expected to yield the benefits identified in the statement of benefits submitted as part of the application and that the statement of benefits is sufficient to justify the partial abatement of taxes requested, based on the following findings:

- (1) Whether the estimate of the number of individuals who will be employed, or whose employment will be retained, and the estimate of the annual salaries of those individuals and the estimate of the value of the project are benefits that can be reasonably expected to result from the proposed project, and
- (2) An indication of the current year approximate tax rate for the general funds for school, township, county, and consolidated, including special service districts, if:
  - a. The proposed project does not occur;
  - b. the proposed project does occur and a partial abatement of property taxes is not allowed; and
  - c. the proposed project occurs, the partial abatement of taxes is allowed, and a deduction percentage of fifty (50) percent is assumed.

E. Either:

- (1) if the project is located within a redevelopment area, local historic district or area which is the subject of a subarea plan (e.g., neighborhood plan, corridor plan) relative to which the Commission has adopted, by resolution, a policy stating the availability of Economic Revitalization Area designation, the Commission shall use the tax abatement policy for the redevelopment area, historic district or subarea in determining whether Economic Revitalization Area designation should be granted and if so, for what deduction period, or
- (2) if the project is not located in a redevelopment area, local historic district or subarea described in paragraph (1), the Commission shall use the commercial, industrial and residential standards listed below in determining whether Economic Revitalization Area designation should be granted, and if so, for what deduction period:

COMMERCIAL

Commercial projects inside the Regional Center are eligible to receive Economic Revitalization Area designation for a maximum deduction period of 6 years. Commercial projects outside the Regional Center, but inside the Police or Fire Special Service districts are eligible to receive Economic Revitalization Area designation for a maximum deduction period of 3 years. Commercial projects outside of the Police Special Service District and Fire Special Service District are eligible to receive Economic Revitalization Area designation.

INDUSTRIAL

Industrial projects inside either the Indianapolis Police Special Service District or Indianapolis Fire Special Service District are eligible to receive Economic Revitalization Area designation for a maximum deduction period of 6 years. Industrial projects outside the Indianapolis Police Special Service District and Indianapolis Fire Special Service District are not eligible receive Economic Revitalization Area designation. However, an industrial project which will provide an extraordinary number of permanent jobs and increase in tax base may receive Economic Revitalization Area designation anywhere in Marion County for deduction periods of either 3, 6 or 10 years.

## RESIDENTIAL

Multifamily housing projects inside the Regional Center that incorporate a number of units per acre that comply with the density recommended by the Regional Center Plan (as modified by the density specified by any subsequent redevelopment plan) are eligible to receive Economic Revitalization Area designation for a maximum deduction period of 6 years. Housing project inside the Regional Center not meeting this standard and all housing projects outside the Regional Center are not eligible to receive Economic Revitalization Area designation.

The Commission may grant Economic Revitalization Area designation for a maximum deduction period longer than that prescribed by the standards set forth in 4, E, 2, but not to exceed ten (10) years, upon a showing by the applicant of exceptional circumstances which justify the longer deduction period.

Questions arising about whether a particular project should be considered under the commercial, industrial or residential standards shall be resolved by determining the dominant characteristic of the project and then matching the project with the appropriate development category.

- F. The Commission will use the following standards to determine the length of the deduction period within the limits set forth in paragraph 4, E, (2):
- (a) Whether the parcel has a structure on it and, if so, the condition of the structure and whether it is occupied;
  - (b) the number of jobs that will be created or retained because of the project;
  - (c) the magnitude of the investment in the project;
  - (d) whether the project is receiving significant governmental support (e.g., construction of needed infrastructure, or provision of grants), and
  - (e) the extent to which the project will complement other land uses and enhance property values in the area.

Even if the requirements and standards set forth in paragraph 4, E, (2) of this Resolution are met, the Commission may decide, after considering the project in light of the standards in this paragraph, that Economic Revitalization Area designation is not justified.

5. The Economic Revitalization Area designation will be conditioned in such manner that it will be effective only:
- A. Relative to the project which is described in the final resolution as supplemented by information in the application, site plan and elevation, and
  - B. If construction on the project is initiated within two (2) years of the date of designation.
6. Unless otherwise stated in the resolution applicable to the specific project, the Economic Revitalization Area designation shall terminate five (5) years after the date of adoption of the final resolution. However, this provision does not limit the length of time a property owner is entitled to receive an abatement of property taxes to five (5) years.
7. A final resolution for the specific project which is adopted in accordance with this Resolution does not allow an abatement of property taxes for new manufacturing equipment.
8. This Resolution takes effect on July 1, 1987 and supercedes Resolution No. 098, 1986, as amended by Resolution No. 87-141. The resolution is applicable to preliminary resolutions and final resolutions acted on by the Commission on July 1, 1987.

METROPOLITAN DEVELOPMENT COMMISSION

Robert Samuelson  
President

Paul G. Rebo  
Secretary

July 1, 1987

Dated

Approved as to Legal Form and  
Adequacy this 23 day of

June, 1987.

James B. Burroughs  
Legal Counsel

# **APPENDIX H**

## **SELECTED REZONING & VARIANCE CASES**



Rezoning and Variances in the Garfield Park -  
Pleasant Run Planning Area  
Rezoning Granted 1969-1986

1969

A. Case Number 69-Z-297  
Zoning I-2-U (from A-1)  
Conditions Yes (See Below)  
Location 2640 Brill Road

Background:

Homer and Irene Schroeder requested a rezoning of the property to provide for the construction of a completely enclosed warehouse and distribution facility. The facility would store vending machine equipment and supplies. Servicing of vending machines would also take place in the warehouse/distribution facility. Staff recommended denial based on the following reasons: 1) the industrial use would be incompatible with the multi-family use recommended in the Comprehensive Plan; 2) the industrial use would jeopardize the stability of the residential use that predominated in the surrounding area; and 3) a radical change in use would adversely affect the cemetery located across the street. A continuance was granted. With no remonstrators present, the Schroeder's petition was subsequently approved subject to the filing of a site plan indicating a chain link fence, landscaping, and setbacks.

1973

A. Case Number 73-Z-55  
Zoning (C-2 (from D-5)  
Conditions Yes (See Below)  
Location 2765 South East Street

Background:

Indianapolis Baptist Temple requested the rezoning of the property to allow construction of a high rise retirement home and a junior college. Staff made no comments, and no remonstrators were present. The petition was approved subject to covenants regarding tree preservation and assurances that the usage be restricted to the retirement home and educational church related activities.

1979

A. Case Number 79-Z-190  
Zoning SU-34 (clubrooms) (from D-5)  
Conditions Yes (See Below)  
Location 1115 East McDougal Street

Background:

Stanley Halcomb requested the rezoning of the property to relocate a private model railroad club into a new one-story building that would serve as a buffer against the intense

commercial uses to the west. The staff recommended approval subject to these commitments:

- 1) approval of the site plan prior to issuance of the Improvement Location Permit and
- 2) the use of wall signs only, lettering to be 3-dimensional and individually positioned.

1983

A.	Case Number	83-Z-61
	Zoning	C-3 (from C-1)
	Conditions	Yes (See Below)
	Location	2340 Shelby St.

Background:

Bennie Arney petitioned for the rezoning of the property to permit the conversion of a large single-family residence into a hairstyling facility. The staff recommended approval subject to 1) the dedication of right-of-way along Shelby Street upon request by the Department of Transportation and 2) the planting of a landscape screen along the west property line abutting adjacent residences.

## VARIANCES GRANTED 1969 - 1986

### 1969

A. Case Number	69-VI-50
Zoning	D-8
Conditions	Yes (see below)
Location	309 East Southern Avenue

Elmer Arnold requested a variance of use and set back requirements to permit construction of a one-story building for doctors' offices, with a pole sign 20 feet from the front lot line, and with off-street parking provided. The Board of Zoning Appeals (BZA) approved the request subject to the following provisions: 1) Construction should comply with the plans on file; 2) if an Improvement Location Permit (ILP) is not obtained within one year, the variance is void; 3) pole sign to be eliminated; 4) construction to be limited to only ten units; 5) Barriers to be erected along the rear property line; and 6) no egress to be located on rear of property. After the ILP expired Mr. Arnold was granted extensions totaling six months (citing financing difficulties).

### 1970

A. Case Number	70-V3-32
Zoning	U-3, D-8
Conditions	Yes (see below)
Location	2715 South Madison Avenue

GOVCO of Indianapolis requested a variance of use to permit the construction and operation of a K-Mart Department Store, with patio shop outside sales, a pole sign, and off-street parking. Staff recommended approval subject to the following stipulations: 1) The requested sign height of 52 feet be reduced to comply with the 40 foot requirement; 2) the development of a heavily landscaped buffer along the east property line; 3) a landscape plan of the area between the service drive and East Street needs to be developed and reviewed by the Director of Planning and Zoning. BZA approved the request subject to the following provisions: 1) Construction should comply with the plans on file and the building codes; 2) if the ILP is not obtained within one year, the variance is void; 3) the church sign should be moved to the north side of the property; 4) a screen to be erected on the east property line by 8' Scotch or Australian Pines and 8' trees on center at the time of planting, with an 8' chain link fence between the screening and the back of the building; 5) final landscape plan subject to the approval of the Director of Planning and Zoning.

1972

A. Case Number	72-UVI-14
Zoning	D-8
Conditions	Yes (see below)
Location	2910 South East Street

Ponderosa System, Inc. requested a variance of use, set back, side and transitional yard requirements to permit accessory off-street parking on premises for the adjoining restaurant. BZA approved the petition subject to the screening of the East Street property line with trees.

B. Case Number	72-UV2-112
Zoning	D-8
Conditions	Yes (see below)
Location	2940 South East Street

Frank and Fern Dawson requested a variance of use, set back, side and transistional yard requirements to permit accessory off-street parking on the premises for the adjoining Steak 'N Shake drive-in restaurant. Staff recommended approval subject to the submission of a detailed landscape plan to the Director of Planning and Zoning. BZA granted the variance subject to the staff's condition.

C. Case Number	72-UV2-158
Zoning	D-5
Conditions	Yes (see below)
Location	3029 South Keystone Avenue

B & M Auto Sales requested a variance of use, rear and transistional yard requirements to permit operation of an automobile and motorcycle sales lot, with auto and motorcycle engine repair, and sign on the building. Staff recommended denial for the following reasons: 1) The petition conflicts with the Comprehensive Land Use Plan; 2) the proposed use is incompatible with the residential area and neighborhood business services; 3) commercial use that involves noise, outdoor storage and display would stimulate deterioration and give rise to the need for a redevelopment program; and 4) the appropriate location for the proposed use is a heavy commercial district. BZA continued the case twice before finally granting a variance that stipulated the following: 1) Business is not to have more than eight automobiles on the premises; 2) no outside storage of motorcycles or parts; 3) the sign is to be located on the building; 4) no portable signs are to be used on the premises; 5) landscaping and screening of the property must be approved by the Director of Planning and Zoning; and 6) variance is a temporary grant of two years, expiring November 21, 1974.

1973

A. Case Number	73-UV2-34
Zoning	D-8
Conditions	Yes (see below)

Steak 'N Shake petitioned for a variance of use, side, rear yard and developmental standards to permit expansion of parking facilities for adjoining restaurant. Staff recommended approval subject to the following qualification: 1) The proposed relocated menu sign should be no taller than the proposed fence and should not interfere with the type of fencing material being used. BZA approved the request subject to the staff's stipulations.

B. Case Number	73-UV2-42
Zoning	C-4
Conditions	Yes (see below)
Location	2633 Shelby Street - 1109 Cruft

Clarence W. Peterman, Sr. and Lucille D. Peterman requested variance of use, set back, and sign regulation requirements to operate a tool rental and U-Haul trailers, with service, with two pole signs to remain, and off-street parking provided. BZA granted request subject to following provisions: 1) Semi-truck with open display of used tires to be removed; 2) the illegal A-shaped sign to be removed; 3) junk and trash at the rear of the service station to be removed; 4) parking area to be paved by April 17, 1975.

1978

A. Case Number	78-V3-72
Zoning	D-4
Conditions	Yes (see below)
Location	4246 Meadowlark Court

Robert and Sandra Clem requested a variance of side yard requirements to permit the construction of an addition to the west side of an existing attached garage. The staff recommended approval noting that the irregular shape of the site precluded development of additional residential amenities. BZA approved the variance providing that development and construction comply with the plans on file and that the ILP be obtained within one year.

1979

A. Case Number	79-V3-63
Zoning	C-5
Conditions	No
Location	2902 Madison Avenue

Wendy's International, Inc. requested a variance of development standards to permit the operation of a bun freezer, located at

the rear of the existing restaurant; and to erect a vestibule on the north side of the building, which is located within 100 feet of a residential district. The staff recommended approval of the petition. Following the issuance of a continuance, the BZA granted the variance.

1980

A. Case Number	80-UV3-24
Zoning	C-1
Conditions	Yes (see below)
Location	2329 - 2331 Shelby Street

Ruby O. Harvey petitioned for a variance of use and development to permit remodeling of an existing building. First floor would be used for the sale of automobile parts, with signs. Staff recommended denial for the following reasons: 1) Although the zoning district applicable to the site prior to the existing C-1 Commercial Buffer District would have permitted the retail sale of auto parts, the Comprehensive Plan proposed by the Shelby Street Corridor be developed for only permitted buffer-type uses; 2) the predominant land use on the east of Shelby are C-1, buffer uses. The property can better be developed for an office use within C-1 standards; 3) no landscaped setback is provided as required for the parking area; 4) the proposed sign would project over the public right-of-way, which requires an encroachment permit. BZA approved the variance subject to these conditions: 1) All development and use shall be in compliance with plans on file; 2) landscaping and parking plan be submitted to the Administrator of the Department of Planning and Zoning for his approval prior to the issuance of an Improvement Location Permit; 3) the parking area to be hard-surfaced by the petitioner within one year; 4) signage to be limited to a wall sign; 5) curb cuts to meet DOT standards; 6) the second floor to be used as a single residence; 7) the residence to be for the use of Richard Harsma only; and 8) if an ILP is not obtained within one year, the variance is void.

B. Case Number	80-V3-135
Zoning	1-2-U
Conditions	Yes (see below)
Location	2727 South Pennsylvania Street/ 2640 Brill Road

Calderon Brothers Vending Machines requested a variance of development standards to permit the construction of a 6 foot stockade fence at the north and south property lines in lieu of the transitional yard landscaping requirements. The request was based on a petition from neighboring residents who were willing to waive the required shrubbery for the fence. The petitioner proposed to meet the development standards for the east and west property lines, but cited economic feasibility as its reasoning for constructing a fence instead of the required screening and landscaping. Staff recommended denial for the following reasons: 1) The proposed accessory vehicle

maintenance mentioned in this petition is not permitted presently. The ILP issued for the building currently under construction authorized a warehousing/distribution operation; 2) no evidence presented to prove that providing the minimum industrial landscaping/screening standards would cause unusual or unnecessary hardship. BZA granted the variance subject to the following conditions: 1) Development and construction must comply with the plans on file; 2) petitioner shall submit a signed and recorded copy of the residents' petition; and 3) unless an ILP is obtained within one year, the variance is void.

1981

A. Case Number	81-UV3-58
Zoning	C-5
Conditions	Yes (see below)
Location	2730 South Madison Avenue

Regen Baking Company, Inc. (leasee)/Macy Realty Corporation (owner) requested a variance of use to permit the existing building to be used as a retail and wholesale bakery, off-street parking provided. Staff recommended approval of the petition subject to the following: 1) The number of employees be submitted in order to adequately evaluate the off-street parking provided; 2) All sinage should be limited to wall signs; and 3) no parking to be permitted on the north side of the building. BZA approved the request noting the staff's recommendations.

1983

A. Case Number	83-V2-85
Zoning	C-5
Conditions	Yes (see below)
Location	2620 Madison Avenue

Roses & Lollipops petitioned for a variance of developmment standards to permit construction of a commercial building 60 feet from the centerline of Madison Avenue and 40 feet from the Brill Road centerline. The construction of the new building would be in the required 60 and 70 foot set backs, the parking lot in the required 6 foot setbacks. In addition, the parking lot and pole sign would encroach upon the required 20 foot transistional yard along the western property line. Staff recommended approval subject to the following conditions: 1) Development should comply with the amended plans filed; 2) landscaping should comply with the plan approved by the Administrator; and 3) if an ILP is not obtained within one year, the variance will be void. BZA approved the request with the staff's qualifications.



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POLICY DIRECTION

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